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ABSTRACT

This is the technical report of a study conducted to measure the impact of the cutbacks necessitated by Proposition 13 on the availability and quality of vocational education in California, recommend reforms in the priority-setting process for vocational education given reduced levels of support, and recommend changes in regulations and/or legislation to mitigate any negative effects which occurred. Data were collected from a questionnaire survey directed at all of California's public deliverers of vocational education, site visits to a random sample of thirteen institutions throughout the state, and telephone contacts with the Employment Development Department and the State Comprehensive Employment and Training Administration (CETA) office. Findings include the following: responding institutions reported decreases in vocational education budgets of 9% from fiscal year 1977-78 to fiscal year 1978-79; the decreases in vocational education enrollments between the fall of 1977 and the fall of 1978 was 6%; 25% of responding institutions reported that they had eliminated selected vocational education programs as a result of Proposition 13; and 67% of the respondents anticipated a still further reduction of income for fiscal year 1979-80. Recommendations include the following: a stable, dependable, and equitable funding base be developed for vocational education; application and reporting procedures for Vocational Education Act (VEA) funds be simplified; and districts develop contingency plans for "status quo" funding, increased revenues or decreased income in advance of legislative action. (Data tables appear throughout this document; appendix materials include the survey instrument, site visit questions, telephone interviews, project letters, and a field review and comment). (JH)

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CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

A STUDY OF THE IMPACT OF PROPOSITION 13
ON
VOCATIONAL EDUCATION

TECHNICAL REPORT

Prepared by:

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March, 1979

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I. INTRODUCTION

BACKGROUND

On June 6, 1978, voters in the State of California approved an initiative measure entitled Proposition 13, commonly referred to at the time as the Jarvis-Gann Initiative after its two sponsors. The main provisions of this measure limited taxes on all property to one percent of the property's full market value, "rolled back" assessed values of real property to 1975-76 levels, required a two-thirds vote of both houses of the State Legislature to increase State taxes and permitted local governments to impose "special" non-property taxes with the approval of two-thirds of the locality's "qualified electors."

According to a May, 1978, report by the Office of the Legislative Analyst, the passage of Proposition 13 was expected to have a significant fiscal impact on local school districts. Over half of the projected 1978-79 income of both K-12 districts (53.5%) and community colleges (52.5%) was to have been derived from property tax revenues.[1] Under Jarvis-Gann, funds available to these local education agencies would decrease by 29.8 percent at the elementary and secondary levels and by 32.6 percent at the postsecondary level assuming property taxes were prorated in direct proportion to the previous year's taxes and no alternative revenue sources were developed.[2]

In late June of 1978, a conference committee of the State Legislature decided that 1978-79 property tax revenues would in fact be allocated in the same proportions as 1977-78 revenues. Approximately $2.27 billion of the State's General Fund surplus would be granted to local education agencies for the 1978-79 fiscal year. These actions were expected to result in net income losses averaging 10 percent for K-12 districts and 15 percent for community colleges, with no district to lose more than 15 percent or less than 9 percent.

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[1] Office of the Legislative Analyst, State of California: *An Analysis of Proposition 13: The Jarvis-Gann Property Tax Initiative.* Sacramento, California, Office of the Legislative Analyst, May 1978, p. 126.

[2] *Ibid.*, pp. 133-135.

PURPOSE OF THE STUDY

As funds were curtailed, it appeared reasonable to assume that vocational education would suffer *at least* equally with other types of educational programs. Early reports from the field suggested that vocational education courses, programs and students were being significantly affected.

Concurrently, it seemed equally plausible that the need and demand for vocational education would *increase* as the effects of Proposition 13 were felt. This was postulated as being particularly true with respect to projected layoffs in the public sector. Additional demand would result from shifts in overall labor market supply and demand and a reduction in CETA employment and training opportunities.

Finally, it appeared probable that Proposition 13 would create an "economy in transition" in California. Whatever the nature of this transition - and even economists disagreed as to the potential economic effects of the initiative - a new and thoughtful consideration of the relationship between education and work would be required.

The purpose of this study was threefold:

1. to measure the impact of the cutbacks necessitated by Proposition 13 on the availability and quality of vocational education in California;
2. to recommend reforms in the priority-setting process for vocational education given reduced levels of support;

3. to recommend changes in regulations and/or legislation to mitigate any negative effects which occurred.

In order to achieve these goals, the study explored the following questions:

- Was vocational education affected by the decrease in education budgets?
- What effect did a decrease in funds have on the availability of vocational education programs and on program enrollments?
- What effect did a decrease in funds have on the quality of vocational education programs?
- To what extent were criteria employed in making decisions regarding any vocational education program curtailments, and what was the nature of these criteria?
- What effect did a decrease in funds have on the relationship between labor market supply and demand in California?
- Are there changes in the vocational education priority setting process which would facilitate the transition to reduced levels of support?
- Are there models for effecting necessary cutbacks with a minimum of disruption to vocational education programming?
- Are there changes in regulations or legislation which would mitigate any negative effects of Proposition 13 on vocational education?

Once these questions had been answered, the findings were utilized by the California Advisory Council on Vocational Education to recommend those changes necessary to ensure that the State's vocational education programs would experience a minimal adverse impact in coming years.

HYPOTHESES

The study's eight questions were addressed by testing a series of six hypotheses concerning the probable effects of Proposition 13 on vocational education. These hypotheses were as follows:

Hypothesis 1. Funding for vocational education in secondary districts, community colleges, adult schools and ROP/C's will be decreased in the 1978-79 fiscal year. Vocational education programs will not be maintained at past or originally projected levels at the expense of other types of educational programs.

Hypothesis 2. Vocational education budgets will be cut by a greater percentage than budgets for other types of educational programs. Since vocational education is elective rather than mandatory, districts will view it as being more expendable than other educational programs.

Hypothesis 3. Curtailments in vocational education programs will be achieved in an arbitrary manner rather than through the use of criteria, policies or priority-setting processes.

Hypothesis 4. Funding cuts in other areas of district budgets will have an adverse effect on vocational education programs and students.

Hypothesis 5. The composition of student bodies in adult schools, ROP/C's and community colleges will be altered such that fewer minorities and students with special needs will be enrolled. This will occur as a result of one or more of three factors: recruitment of students will be curtailed or eliminated; students needing supportive services in order to stay in school will withdraw; and fees charged for supplies in vocational education classes will prevent low income students from enrolling.

Hypothesis 6. The need and demand for vocational education will increase as the cuts necessitated by Proposition 13 are implemented.

The design and methodology for the study were developed on the basis of these hypotheses.

LIMITATIONS OF FINDINGS

The information presented in this report was gathered during what the Council believes to be an unusual and uncertain time period. Proposition 13 had been in existence only slightly over six months when the study data were analyzed, and the State had taken two significant actions to blunt the initiative's impact. In the first place, the Legislature had "bailed out" local governments on a one-year basis by awarding them approximately $4.2 billion from the General Fund, of which over $2 billion was granted to school districts. Secondly, local education agencies had been required to incorporate the bulk of their reserves into current year operating budgets, which tended to mask any losses in income.

In the opinion of the Council, these State-level actions in combination with the recency of Proposition 13 make it highly probable that the full impact of the measure has yet to be felt or noted. Recognizing this possibility at the time it undertook the study, the Council determined to develop baseline data and preliminary information on Proposition 13's impact with which subsequent occurrences could be compared. The reader is therefore requested to treat the findings reported here as applicable only to fiscal year 1978-79. Prospects for the 1979-80 fiscal year are not yet clear, but the Council anticipates that curtailments will be even more severe.

II. METHODOLOGY

INTRODUCTION

Four strategies were utilized in gathering the data necessary for testing the study hypotheses: a questionnaire survey; site visits; telephone interviews; and contacts with other agencies (e.g., CETA and EDD) to obtain information on Proposition 13 impacts which were not unique to local education agencies (LEAs).[1] Each one of these approaches to data collection was treated as an independent entity, and the findings constitute separate parts of this report. The methodology for each strategy is described in the sections which follow.

QUESTIONNAIRE SURVEY

In order to obtain baseline data, information on planning processes and criteria, a statewide perspective on the programmatic impacts of Proposition 13 and maximum field input concerning potential legislative recommendations, a questionnaire survey was directed to a 100% sample of California's public deliverers of vocational education. These included 374 districts maintaining secondary schools, 70 community college districts, 64 Regional Occupational Programs and Centers (ROP/C's) and 184 adult education programs in 125 districts, for a total survey population of 692.

The survey instrument itself was designed by a consultant to the California Advisory Council on Vocational Education on the basis of the study's six hypotheses and reviewed by a special Ad Hoc Committee on Proposition 13 established by the Council.

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[1] At the outset of the study, both the State Department of Education and the Community Colleges Chancellor's Office were asked whether they could provide any of the data suggested by the hypotheses in order to minimize the amount of information requested from local education agencies. However, the time frame for the study was such that most of the pertinent data were not expected to be available in a usable form until after the scheduled completion date. Accordingly, information requests went directly to local programs and districts.

Pre-testing was conducted in a representative sample of LEA's comprised of five secondary districts, four community college districts containing six colleges, five ROP/C's and four adult education programs. This process entailed not only completion of the draft questionnaire but also extensive review and comment, the latter also involving a county office of education. On the basis of the pre-test, the instrument was simplified and revised with respect to format, organization and wording. A copy of the final version is included in Appendix A.

Original questionnaires were mailed to the individuals in charge of LEAs' vocational education programs as determined from mailing lists maintained by the State Department of Education. Information copies, accompanied by letters requesting cooperation, were then sent to all district superintendents and community college presidents, for a total distribution in excess of 1,200. In addition, county coordinators of vocational education who had volunteered their assistance with the study were requested to contact the districts they served and to urge them to respond.

The timing of the initial mailing was unfortunate in that it coincided both with the deadline date for secondary Vocational Education Act (VEA) claim forms and a survey being conducted by the California Community Colleges Chancellor's Office (CCCCO). Accordingly, those who requested additional time to complete the forms were encouraged to submit their responses whenever they could, and a follow-up mailing was undertaken in order to reach those who might have assumed that late replies would not be accepted. The tabulation of responses was thus postponed until the second deadline date (December 29, 1978) had passed.

All data were tabulated manually because using the available computer was deemed inefficient with less than 1,000 responses. Responses to open-ended questions were grouped and summarized according to content or, in one instance, according to five "models" of planning. The results of these processes are presented in Section III of this report beginning on page 12.

SITE VISITS

Site visits were conducted for three purposes:

- *to validate the questionnaire portion of the study by determining the compatibility of selected "hard data" sources and by exploring any differences between the experiences of respondents and non-respondents;
- *to develop a more in-depth understanding of the changes which had resulted from Proposition 13;
- *to ascertain how various groups perceived the effects of Proposition 13 and the degree to which there was intra-institutional agreement regarding these impacts.

Visits were made to a total of 13 sites throughout the State of California, the geographical distribution of which is depicted by the map on page 119. The site selection procedure involved stratifying the 692 original questionnaire recipients on the basis of whether they were urban, rural, suburban, or "mixed"[2] using data developed by SDE and CCCCO.[3] Those sites to be visited in each of these categories were then determined with the use of a random number table. A list of the final sample (which includes some re-sampling)[4] is presented in Appendix B.

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[2] "Mixed" institutions were defined as those ROP/C's which served more than one type of geographical area: urban and rural, for example.

[3] According to an SDE representative, the SDE data were developed on the basis of district self-reports. However, they are not 100% congruent with self-reports of locations made during the questionnaire survey. It is therefore possible that districts which were classified as one type for the purpose of site visits classified themselves as another in their responses to the questionnaire.

[4] Schedule conflicts, the intervention of the holiday season and a reluctance on the part of some institutions to be visited created considerable difficulty in arranging for the visits. As a result, re-sampling became necessary in several instances.

During each site visit, interviews were conducted with the President of the local Board of Education or his/her designee, the District Superintendent, the Dean, Director or Coordinator of vocational education, a group of vocational education teachers and a group of vocational education students.[5] Questions designed to validate the survey instrument were asked only of the person directly responsible for the site's vocational education programs; questions regarding Proposition 13 impacts and perceptions of the initiative's effects were asked at all five levels. The questions directed to each respondent group are reproduced in Appendix B.

Since the total number of site visits was selected on the basis of time available rather than via any statistical process, no attempt was made in analyzing the resulting data to tabulate or calculate any numerical "findings." Rather, the responses were treated as "indicators" or "instances" which merit further investigation or consideration and are thus presented in narrative style. These indicators are included in Section IV of this report beginning on page 118.

TELEPHONE INTERVIEWS

Originally, the telephone interview strategy was intended to augment the site visits and to achieve the same three goals. Time constraints being what they were, the telephone could be used in lieu of travel and much of the same data could be gathered. This would provide a more reasonable sample from which to approach questionnaire validation and those impacts of Proposition 13 not covered by the questionnaire.

Initial attempts to use the telephone in this manner proved impossible due to the length and complexity of the survey instrument. In addition, as some respondents pointed out, those who had been unable to complete the questionnaire in

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[5] For the most part, all of these individuals and groups were interviewed during the visits. In some instances, however, scheduling problems prevented one or more meetings.

October (due to lack of information, for example) were not likely to be able to provide the same data in November. Accordingly, the telephone interviews which were finally conducted were limited to the following two purposes:

- *to validate portions of the survey instrument by determining the compatibility of data sources for selected "hard data" questions;
- *to develop a more in-depth understanding of the changes which resulted from Proposition 13.

Telephone interview sites were chosen in the same manner as sites to be visited: by random selection from lists stratified on the basis of urban, rural, suburban or "mixed" location. In all, a total of 26 deliverers of vocational education were telephoned. These 26 deliverers plus the 13 visit sites represent six percent of the total sample of 692 potential respondents. The geographical distribution of the institutions telephoned is shown on the map on page 119, and a list of those contacted is included in Appendix C.

During the telephone interviews, which were conducted with the person directly responsible for the site's vocational education programs, non-respondents were asked about their reasons for not returning the survey instrument, about the impact of Proposition 13 on their institutions' vocational education programs and about the areas in which they believed the Council should consider making legislative recommendations. Survey respondents were asked a series of questions regarding the sources they had used in developing selected "hard data" they had reported on the form and were queried about the comprehensiveness of the questionnaire (i.e., whether there were questions which should have been asked but were not). The questions directed to both respondents and non-respondents are reproduced in Appendix C.

Inasmuch as the total number of telephone calls to be made was arrived at merely by doubling the number of sites to be visited, the responses generated by this approach were also not deemed amenable to numerical analysis. Accordingly, the "indicators" which emerged from the calls are included along with the site visit findings in Section IV of this report (pp. 118 to 133).

CONTACTS WITH OTHER AGENCIES

Data on post-Proposition 13 shifts in California's unemployment patterns, labor market supply and demand, and CETA employment and training opportunities were obtained via telephone contacts with the Employment Development Department (EDD) and the State CETA Office. Representatives of these departments were called in early January, 1979, and asked for whatever information they had collected which might address the study's hypotheses. The particular representative contacted was the person to whom the original study proposal had been delegated for review and comment. Information obtained as a result of these contacts is summarized in Section V of this report beginning on page 134.

III. QUESTIONNAIRE SURVEY FINDINGS

INTRODUCTION

The survey instrument used in conducting the questionnaire portion of this study contained 28 questions and a total of 76 sub-questions. (A copy of the questionnaire is included in Appendix A.) These questions were grouped into six categories: Baseline Data (three questions); Planning Processes (five questions); Outcomes (ten questions); Planning for the Future (four questions); Recommendations (three questions); and Respondent Information (three questions).

Beginning with Respondent Information, the sections which follow summarize the survey results in each of these six major categories. Lower case headings are used to subdivide each category with respect to the topics it covered.

RESPONDENT INFORMATION

Overall Return

In all, a total of 692 questionnaires were distributed in conducting this study. This figure represents a 100% sample of California's districts maintaining secondary schools (374), community college districts (70), Regional Occupational Programs and Centers (64) and adult education programs (184). Table 1 on page 13 depicts the sample and the rate of return at each of these four levels.

Overall, 33% of those who were sent questionnaires responded by returning a completed form. In addition, 4% of the sample submitted other responses, such as fact sheets, letters summarizing impacts and blank questionnaires marked, "No time to complete due to Proposition 13." (For a summary of these other responses, please see pages 112 to 117.) In all, then, a total of 37% of those contacted responded to the survey in one manner or another.

TABLE 1

RESPONDENTS - Sample and Return

Type of Institution	Number Mailed	Number of Questionnaire Responses	Percent	Number of Other Responses*	Total Percent
Districts Maintaining Secondary Schools	374	115	31%	20	36%
Community College Districts	70	34	49%	5	56%
Regional Occupational Programs and Centers (ROP/C's)	64	36	56%	3***	61%
Adult Education Programs**	184**	41	22%	5	25%
TOTALS	692	226	33%	33	37%

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* Other responses include letters summarizing impacts, fact sheets, and questionnaires marked, "No time to complete due to Proposition 13."

** Since SDE mailing lists for adult education give schools rather than districts, this figure represents all individual adult schools in the State. These 184 schools are in 125 districts. Thus 33% of the districts maintaining adult schools responded. Only 3 of these responses represent a single school from a district maintaining more than one adult school.

*** Including two responses indicating that the ROP no longer exists.

The response rate was highest among ROP/C's (56%) and lowest among adult education programs (22%). Community college districts responded second most frequently (49%), and districts maintaining secondary schools ranked third (31%) in their rate of return.

Geographical Location

In order for the response to be broken out by geographical location, survey recipients were requested to indicate whether the institutions they represented were in "urban," "rural," or "suburban" areas. Responses to this question by level are portrayed in Table 2 on page 15.[1]

Overall almost half (46%) of the responding institutions reported that they were rural, while less than a fifth (16%) indicated that they were urban. Approximately a third (34%) checked suburban, and the remainder (4%) responded that they served more than one type of geographical area - urban and rural, for example.

Rural respondents represented a majority (57%) of the districts maintaining secondary schools[2] but only approximately a fifth (24%) of the responding adult education programs.[3] Suburban adult education programs were the most prevalent

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[1] Three secondary districts and two ROP/C's did not complete this question and were categorized as urban, rural, suburban or "mixed" with the use of SDE's lists. ("Mixed" institutions reported that they serve more than one type of geographical area. One of the ROP/C's which did not check a location included both urban and rural districts and was thus classified as being "mixed.")

[2] For the sake of brevity, districts maintaining secondary schools - which include unified (K-12) districts - will be referred to hereafter as "secondary districts."

[3] According to data developed by the State Department of Education (SDE), only seven adult schools (4%) are in rural areas. Although SDE classifications and district self-reports are not always congruent, the small proportion of rural adult respondents may be explained in part by the general absence of adult education programs in rural areas.

TABLE 2

RESPONDENTS - Geographical Type*

TYPE OF INSTITUTION	Urban	Percent of Total	Rural	Percent of Total	Suburban	Percent of Total	Mixed**	Percent of Total	Totals
Districts Maintaining Secondary Schools	11	10%	66	57%	35	30%	3	3%	115 = 100%
Community College Districts	4	12%	14	41%	14	41%	2	6%	34 = 100%
Regional Occupational Programs and Centers	6	16%	15	42%	10	28%	5	14%	36 = 100%
Adult Education Programs	14	34%	10	24%	17	42%	0	-	41 = 100%
TOTALS	35	16%	105	46%	76	34%	10	4%	226 = 100%

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* As reported by the responding institutions.

** Institutions which indicated that they serve more than one type of geographical area: urban and rural, for exampl

(42%), while the bulk of the community college response was equally divided among rural and suburban areas (41% each). Among responding ROP/C's, rural areas predominated (42%).

Funding Type

The passage of SB 154 (the so-called "bailout bill") eliminated the distinction among educational institutions with respect to their manner of funding referred to as "basic aid" (or "base revenue limit") vs. "equalization aid" districts. At the time the survey instrument was originally designed, however, this change in school finance remained unclear, with the result that respondents were requested to indicate which of these two categories their institutions belonged to. Most (92%) did so on the basis of their 1977-78 status, and the results are displayed in Table 3 on page 17.

A majority of respondents overall (59%) represented equalization aid districts as did a majority at each of the four levels. Adult education programs most frequently indicated that their districts were equalization aid (66%), while ROP/C's did so least frequently (51%).[4]

Summary

- Questionnaire respondents represented a third of those to whom the survey instrument was sent; when other responses are included, the rate of return increases to 37%.
- Overall, almost half of the respondents indicated that their institutions were in rural areas. Among secondary districts, rural respondents were in the majority.

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[4] Responding ROP/C's which answered this question served a total of 176 (47%) of California's 374 districts maintaining secondary schools. The percentages in Table 3 reflect the proportion of basic and equalization aid institutions among these districts.

TABLE 3

RESPONDENTS - Funding Type

TYPE OF INSTITUTION	Number of Basic* Aid Institutions	Percent	Number of Equalization* Aid Institutions	Percent
SECONDARY	39:	34%	63:	55%
Urban	4		6	
Rural	26		34	
Suburban	9		20	
Mixed	0		3	
COMMUNITY COLLEGE	4:	12%	22:	65%
Urban	0		4	
Rural	3		6	
Suburban	1		10	
Mixed	0		2	
ROP/C **	86:	49%	90:	51%
Urban	17		22	
Rural	32		24	
Suburban	20		23	
Mixed	17		21	
ADULT	12:	29%	27:	66%
Urban	8		5	
Rural	1		9	
Suburban	3		13	
TOTALS	141	41%	202	59%

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* Non-Respondents (including those who wrote, "No such thing this year"):

Secondary	13
Community Colleges	8
ROP/C's	4
Adult Programs	2

** The ROP/C's which responded and which answered this question served a total of 176 (47%) of the State's 374 districts maintaining secondary schools.

- A majority of respondents at all four levels represented equalization aid institutions.

BASELINE DATA

Total Budgets

Table 4 on page 19 summarizes the total budget data (all sources) for fiscal years 1977-78 and 1978-79 reported by respondents.[5] In all, 192 institutions (85%) provided data for both years which could be compared. Overall, these institutions reported 1977-78 budgets of $1,830,706,866 and 1978-79 budgets of $1,707,067,015, for a net decrease of $123,639,851, or 7%.

The net budget decrease was highest among adult education programs (-31%) and lowest among secondary districts (-5%). ROP/C's had the second highest overall budget decrease (-20%), and the community college decrease (-6%) was close to that at the secondary level.

Approximately one-fifth (22%) of those who answered this question reported budget increases,[6] while another 3% reported no change. By far the majority (75%), however, experienced budget decreases. Adult education programs reported budget decreases most frequently (97%), and secondary districts did so least frequently (60%). Decreases were experienced by three-quarters (75%) of the ROP/C respondents and by 87% of the responding community college districts.

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[5] Site visit and telephone interview responses suggest that the sources respondents used in developing these data are compatible and that inter-institutional comparisons are therefore possible. Many respondents were unable to provide precise figures at the time the survey was returned, however, and labeled their answers as estimates. Accordingly, totals are presented here not as firm dollar figures but rather as approximations of the amounts involved.

[6] Respondents cited a number of reasons for overall budget increases, including substantial enrollment increases, the inclusion of reserves in 1978-79 budgets, the addition of districts to ROP/C's and the transfer of students from secondary to ROP/C vocational courses. Some districts noted that the curtailment of local revenue had resulted in minimal budget decreases because they had previously received a substantial proportion of their income from the State.

TABLE 4

TOTAL BUDGET DATA

TYPE OF INSTITUTION	Number Responding*	Total Budgets 1977-78 ($)	Total Budgets 1978-79 ($)	Overall Gain or Loss ($)	Overall Gain or Loss (%)	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	4	539,362,062	499,569,591	-39,792,471	-7%	-17% to +3%	1	3	0
Rural	56	151,388,997	147,410,171	- 3,978,826	-3%	-19% to +20%	19	33	4
Suburban	24	416,813,384	401,009,338	-15,804,046	-4%	-15% to +8%	8	15	1
Mixed	2	10,059,917	10,724,945	+ 665,028	+7%	-1% to +12%	1	1	0
Totals	86	1,117,624,360	1,058,714,045	-58,910,315	-5%	-19% to +20%	29	52	5
COMMUNITY COLLEGE									
Urban	3	101,211,839	95,449,794	- 5,762,045	-6%	-13% to -4%	0	3	0
Rural	13	111,400,090	99,129,053	-12,271,037	-11%	-28% to -3%	0	13	0
Suburban	13	331,050,808	318,558,443	-12,492,365	-4%	-15% to +14%	4	9	0
Mixed	2	44,599,682	40,343,679	- 4,256,003	-10%	-10% to -9%	0	2	0
Totals	31	588,262,419	553,480,969	-34,781,450	-6%	-28% to +14%	4	27	0
ROP/C									
Urban	6	40,547,580	31,177,688	- 9,369,892	-23%	-28% to +19%	0	6	0
Rural	15	8,693,254	8,304,202	- 389,052	-4%	-55% to +49%	7	8	0
Suburban	10	11,449,914	9,719,995	- 1,729,919	-15%	-40% to +13%	2	8	0
Mixed	5	16,697,814	12,852,583	- 3,845,231	-23%	-33% to -13%	0	5	0
Totals	36	77,388,562	62,054,468	-15,334,094	-20%	-55% to +49%	9	27	0
ADULT									
Urban	13	22,793,793	14,837,239	- 7,956,554	-35%	-54% to -7%	0	13	0
Rural	9	3,709,807	2,293,393	- 1,416,414	-38%	-72% to -11%	0	9	0
Suburban	17	20,927,925	15,686,901	- 5,241,024	-25%	-74% to +14%	1	16	0
Totals	39	47,431,525	32,817,533	-14,613,992	-31%	-74% to +14%	1	38	0
GRAND TOTALS	192	1,830,706,866	1,707,067,015	-123,639,851	- 7%	-74% to +49%	43	144	5

* Excludes those who wrote "not available" or "unknown," those who gave figures for only one year and those who left the spaces blank.

**Includes differences of less than .5%.

Among the individual institutions responding, total budget changes ranged from a high of +49% (ROP/C) to a low of -74% (adult). The range was greatest among ROP/C's (-55% to +49%) and narrowest among secondary districts (-19% to +20%).

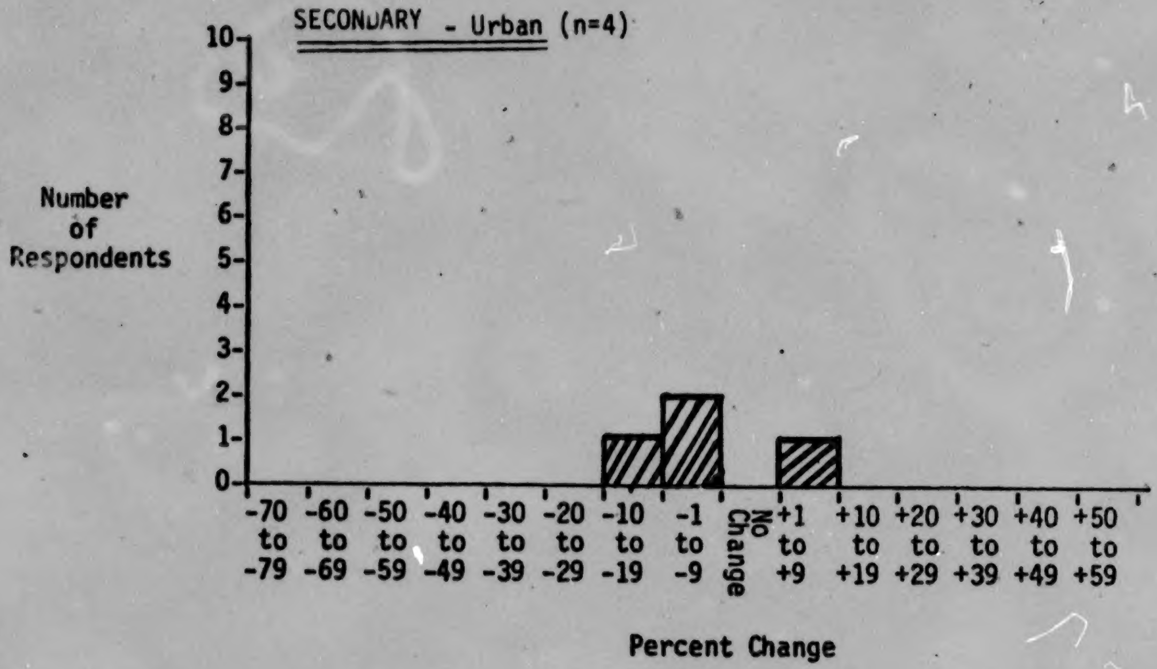
The bar graphs on pages 21 to 29, which depict individual institutions' responses regarding total budget changes by level and by geographical area, are intended to provide a better sense of inter-level and inter-area variations. From these it can be seen that changes at the secondary level clustered in the -1% to -9% and +1% to +9% ranges. Approximately one quarter, however, fell into the -10% to -19% category.

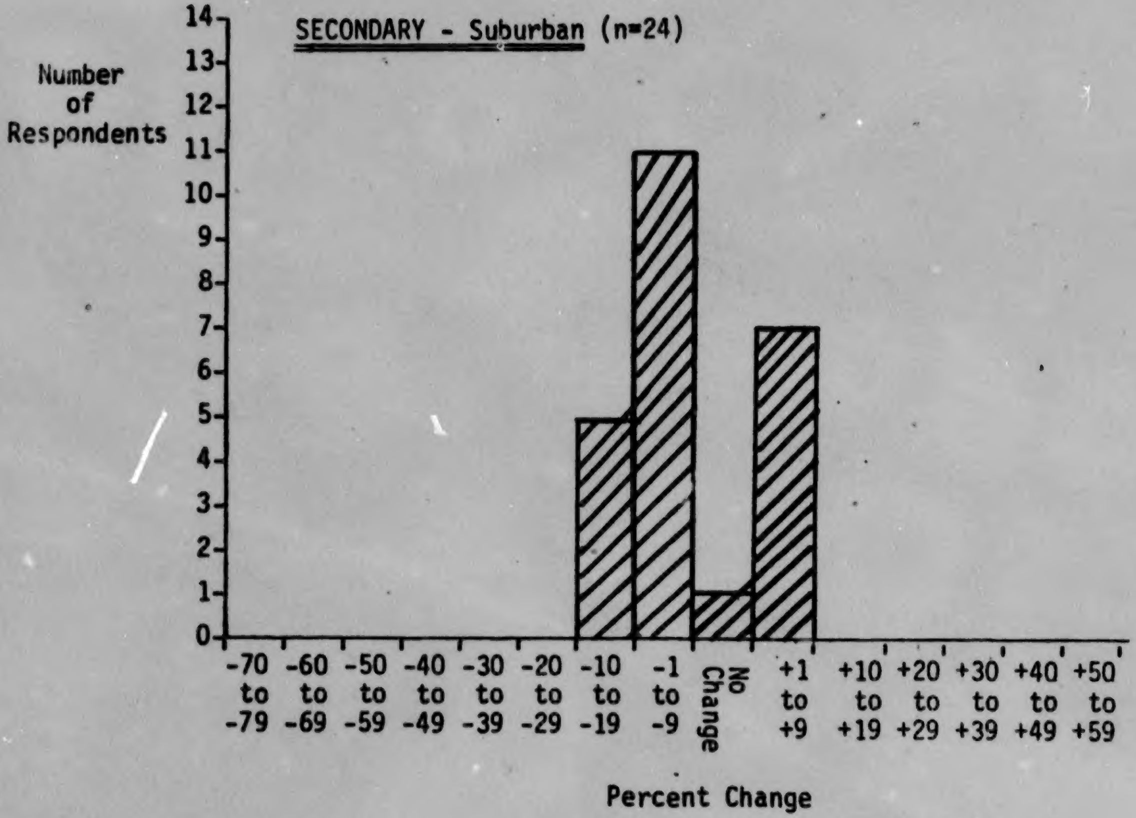
Community colleges, on the other hand, tended to cluster in the -1% to -9% and the -10% to -19% ranges. In addition, there were one mixed and two rural community college districts in the -20% to -29% range, where no secondary districts were found.

As noted previously, changes in total ROP/C budgets ranged more widely than changes at any other level. This is further demonstrated by the ROP/C bar graphs, in which virtually no clustering is evident. Changes in rural areas exhibited the greatest variability, while "mixed" areas were grouped between -39% and -1%. Changes greater than -29% (the largest decrease among community colleges), however, constituted 17% of the total.

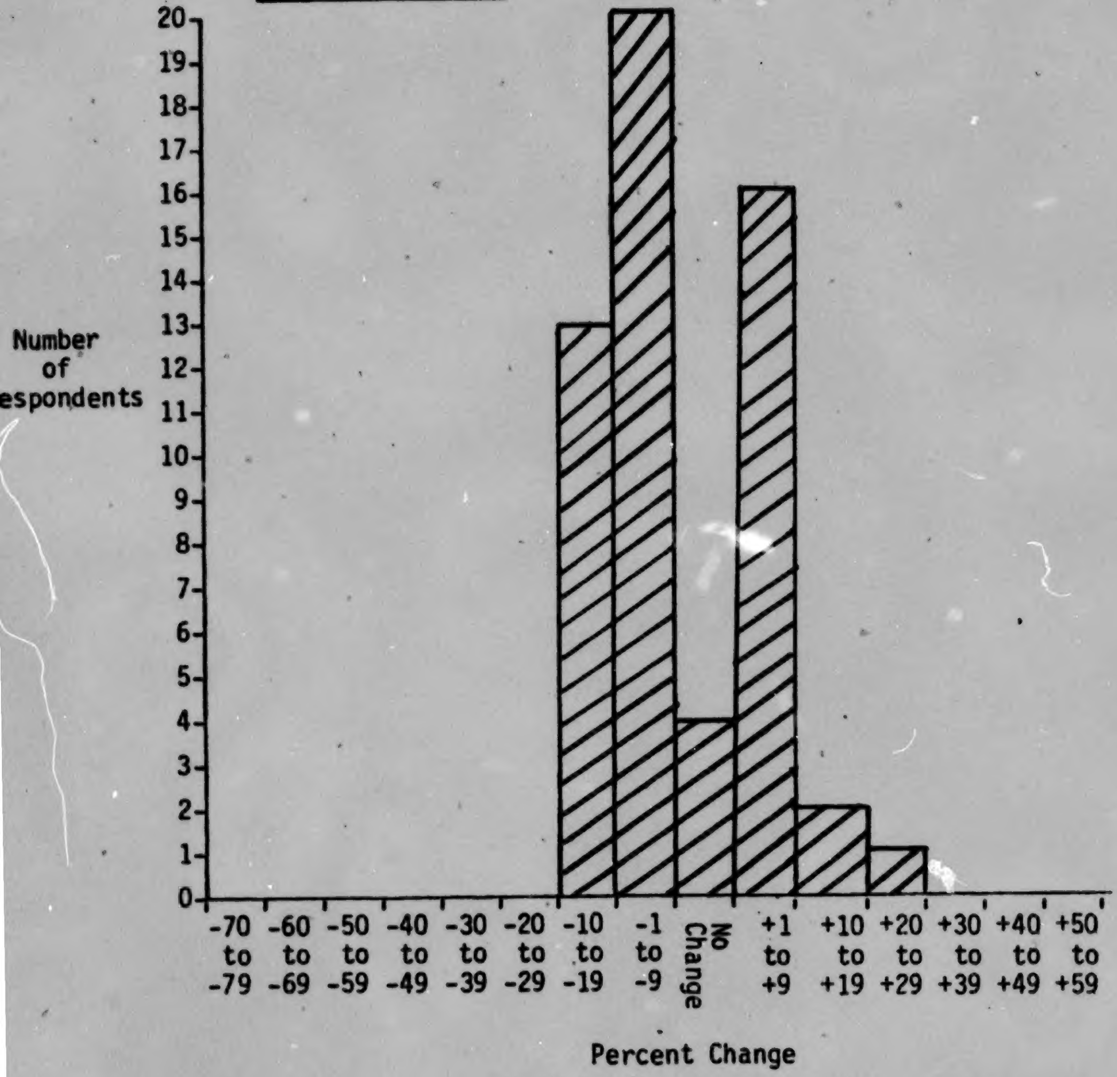
Changes in total adult program budgets clustered in the -20% to -29%, -30% to -39%, -40% to -49%, and -50% to -59% ranges. Moreover, 33% of the adult respondents reported budget decreases of 50% or more. Only one institution at any other level (a rural ROP/C) reported a decrease of this magnitude.

DISTRIBUTION OF TOTAL BUDGET INCREASES AND DECREASES

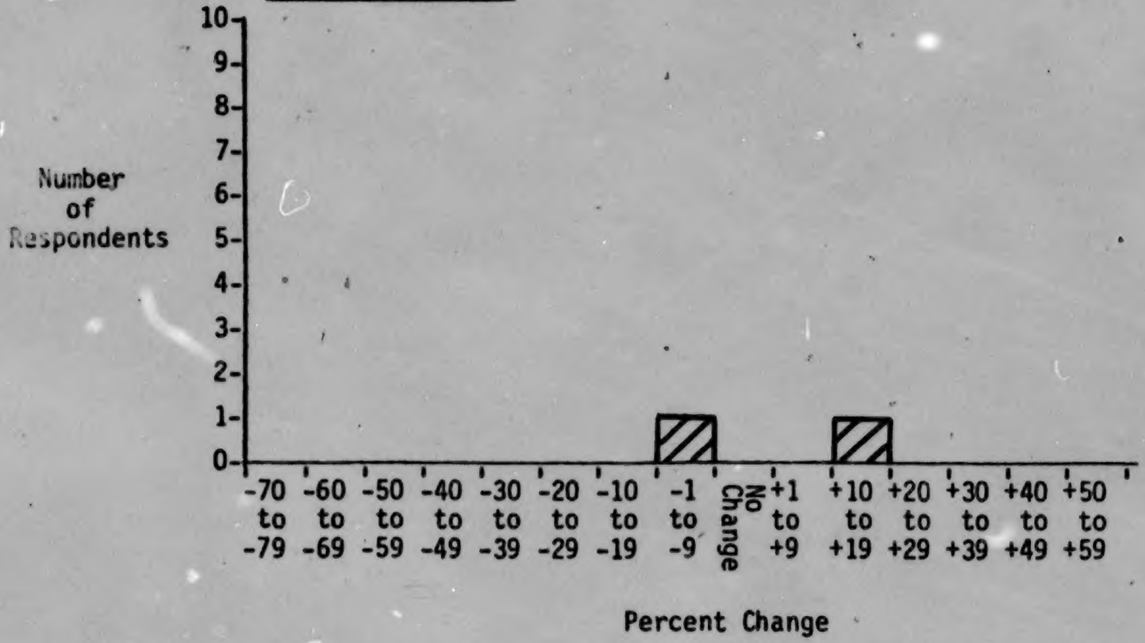

SECONDARY - Urban (n=4)

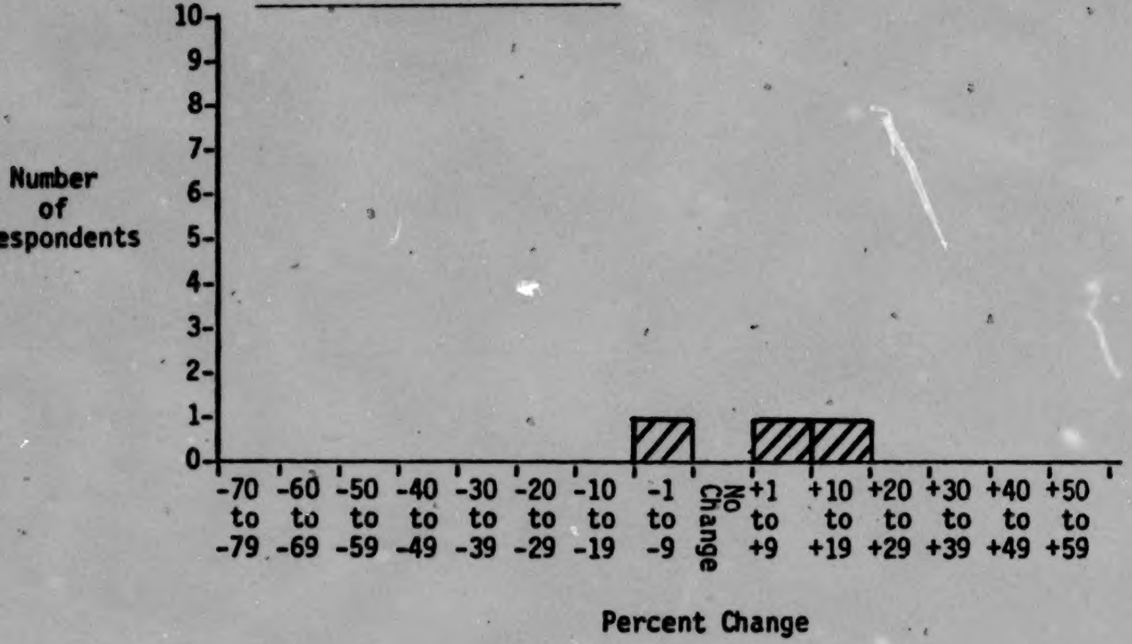

SECONDARY - Suburban (n=24)

SECONDARY - Rural (n=56)

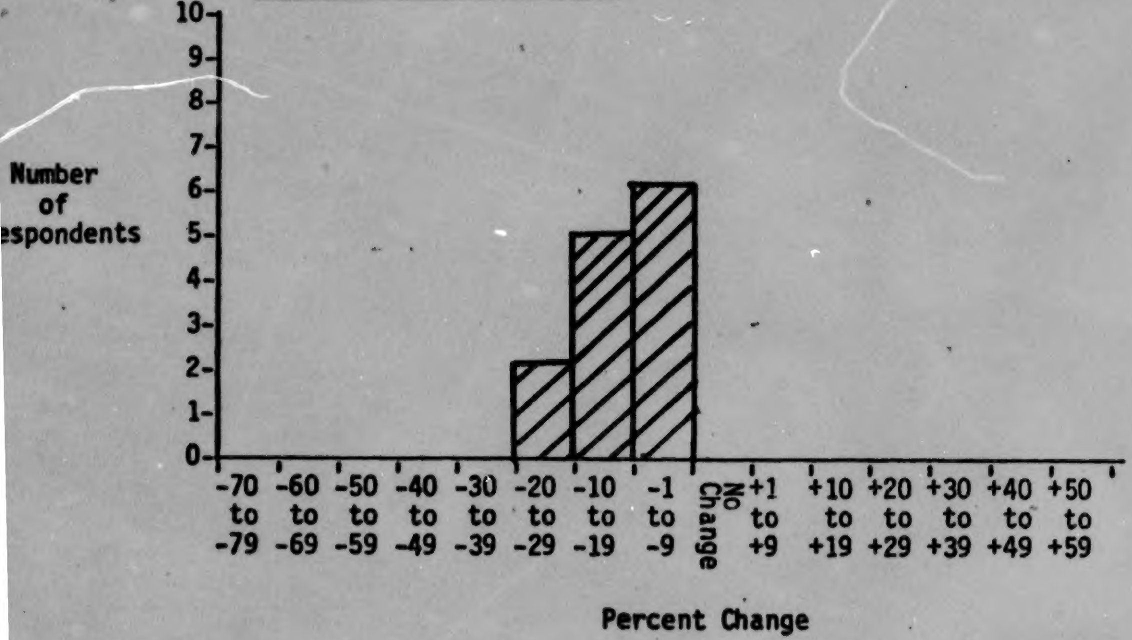


SECONDARY - Mixed (n=2)



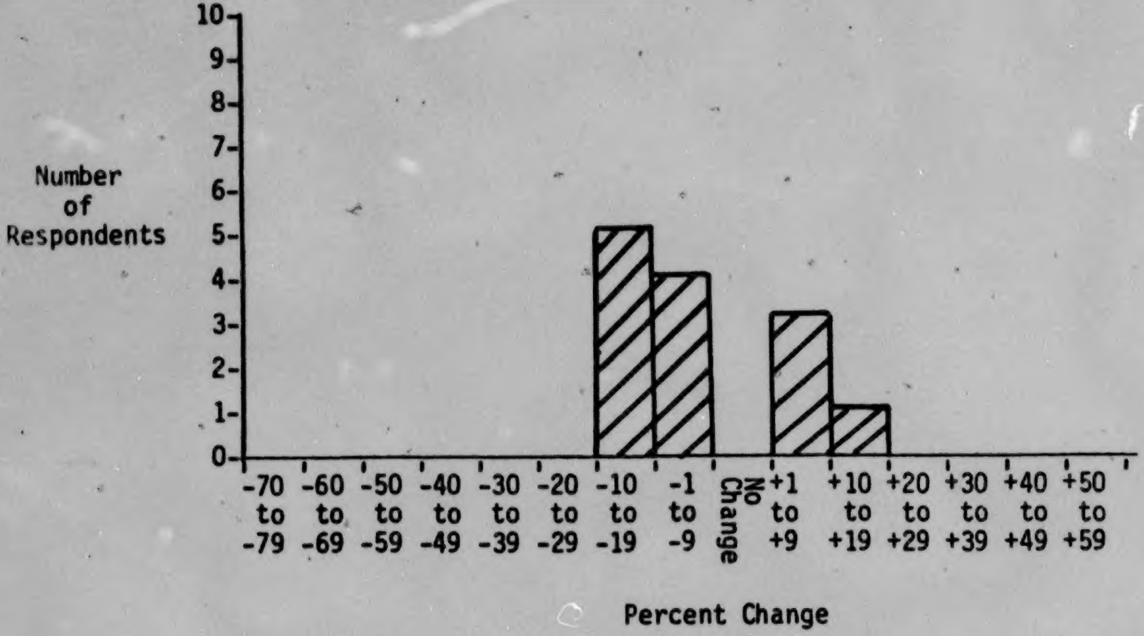


COMMUNITY COLLEGE - Urban (n=3)

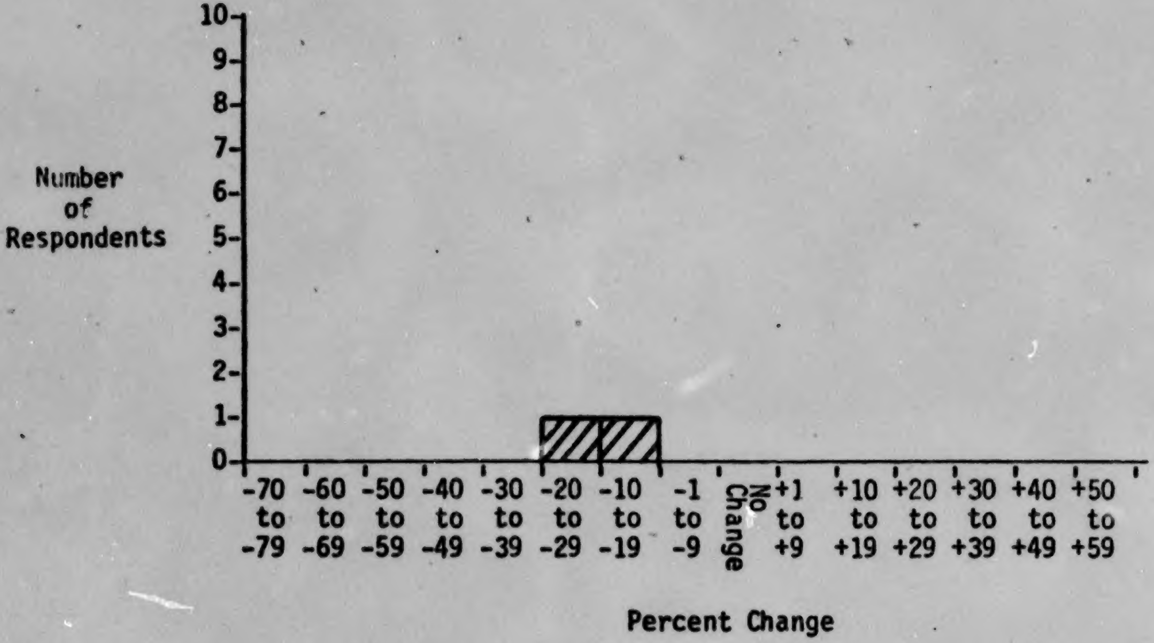


COMMUNITY COLLEGE - Rural (n=13)

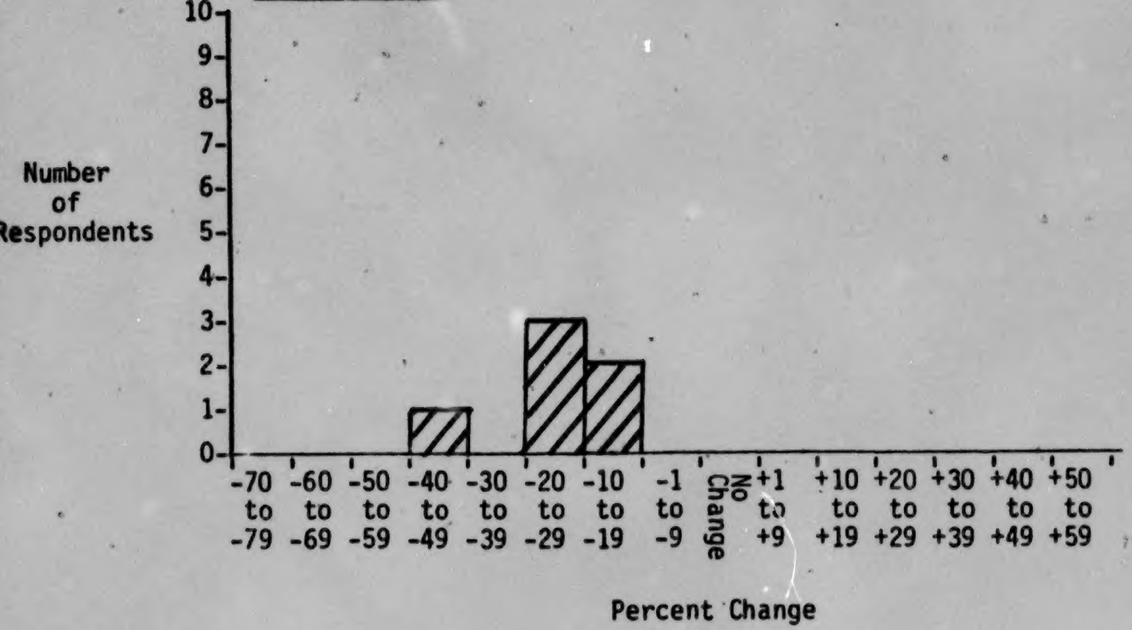
COMMUNITY COLLEGE - Suburban (n=13)



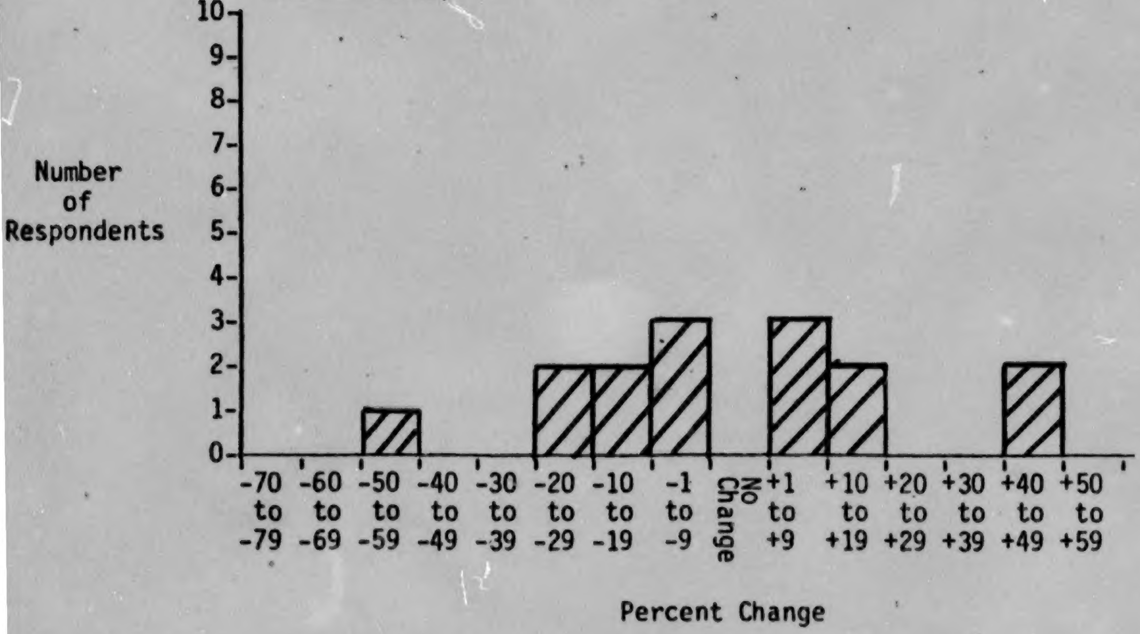
COMMUNITY COLLEGE - Mixed (n=2)



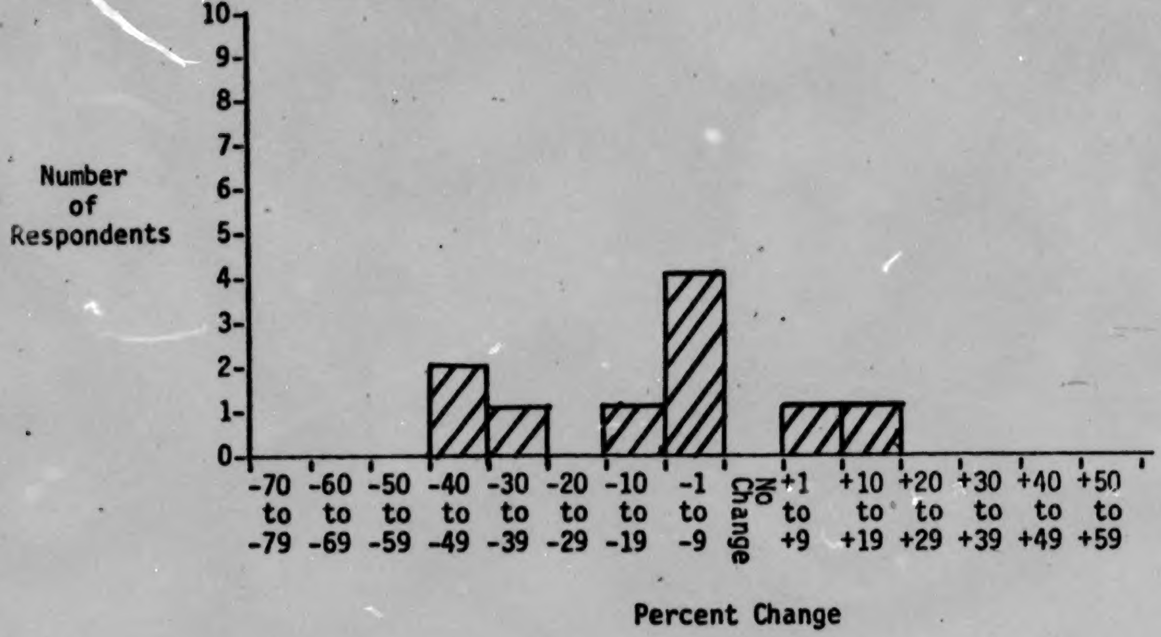
ROP/C - Urban (n=6)



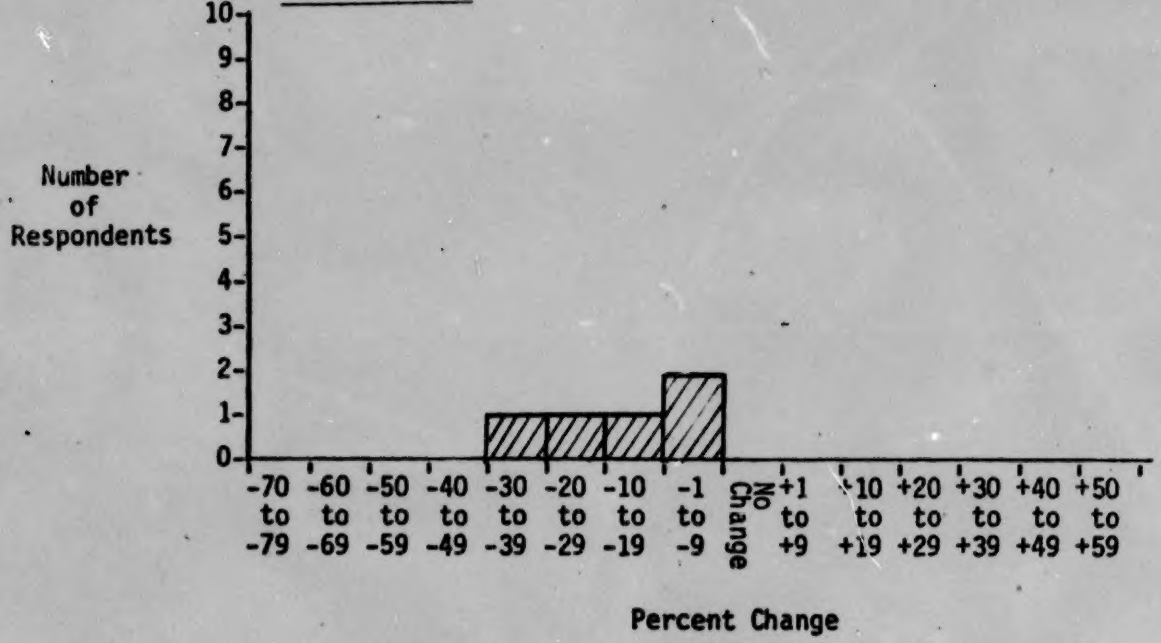
ROP/C - Rural (n=15)



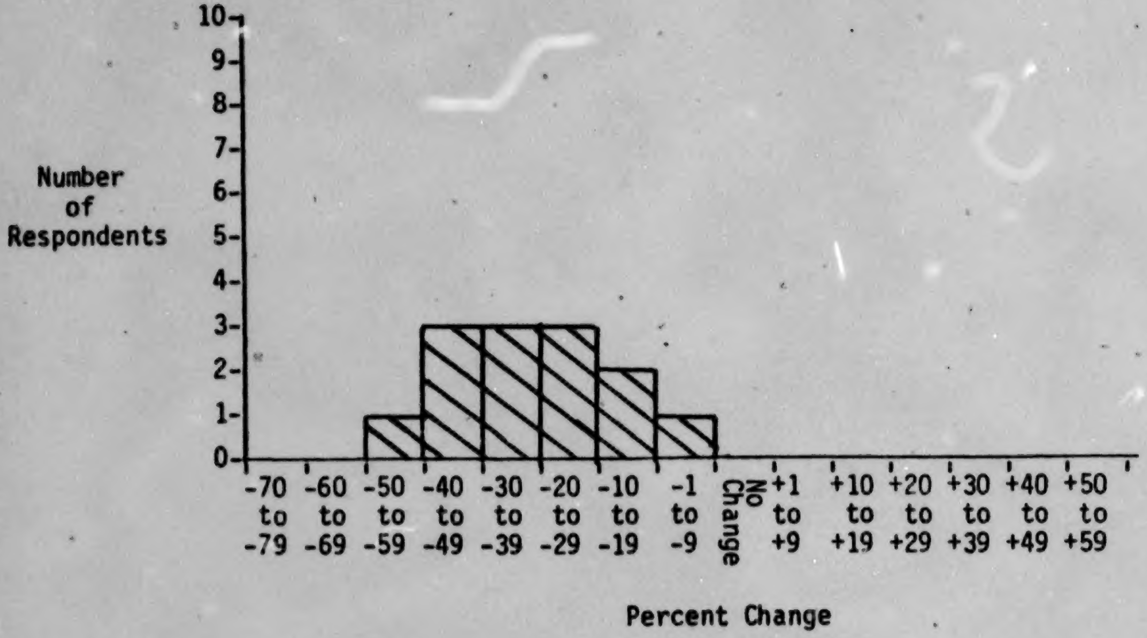
ROP/C - Suburban (n=10)



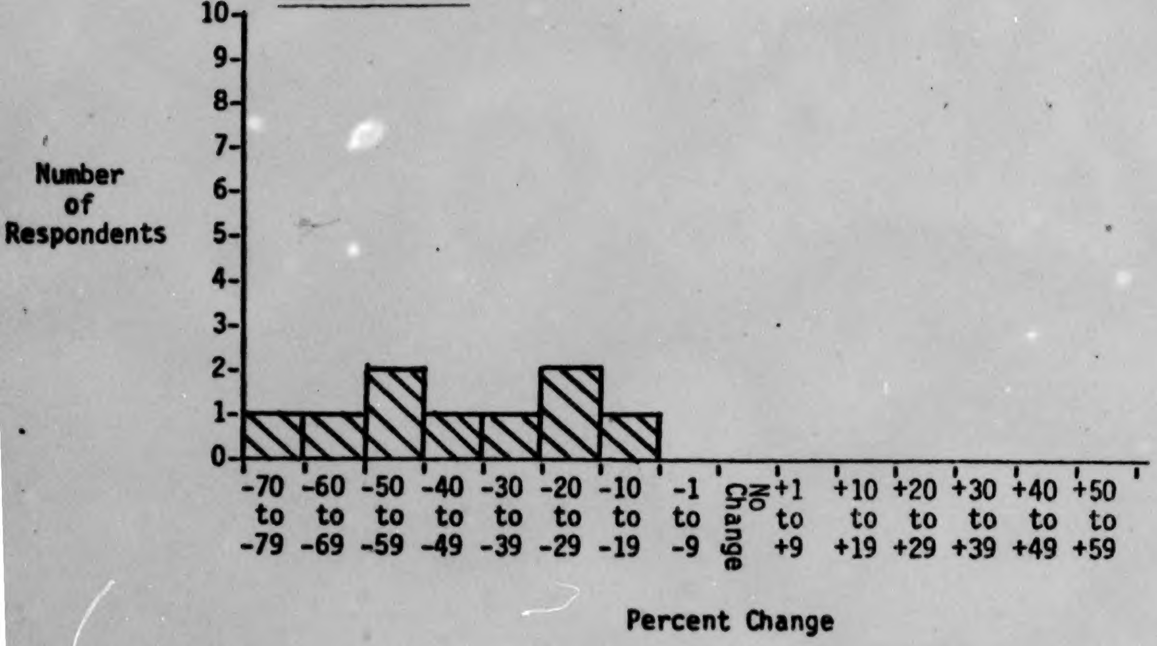
ROP/C - Mixed (n=5)



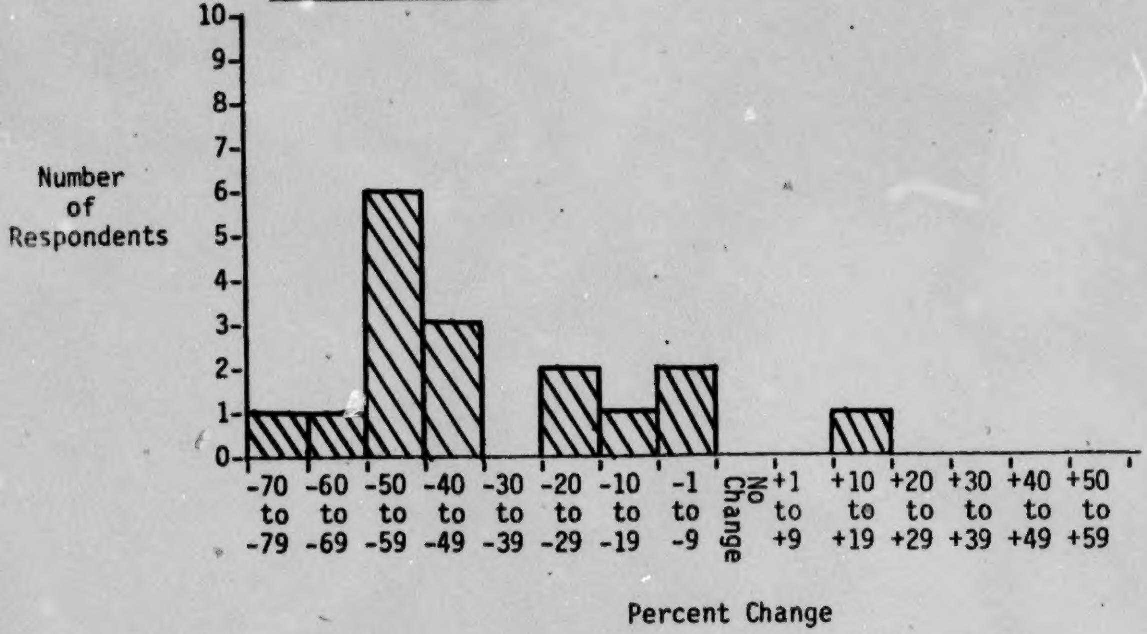
ADULT - Urban (n=13)



ADULT - Rural (n=9)



ADULT - Suburban (n=17)



Vocational Education Budget Data

Table 5 on page 31 depicts the vocational education budgets for fiscal year 1977-78 and 1978-79 reported by respondents.[7] Data for both years were provided by 72% of respondents - somewhat fewer than reported total budgets. Overall, these institutions reported $269,212,043 budgeted for vocational education in 1977-78 and $246,064,601 budgeted in 1978-79, for a net decrease of $23,147,442, or 9%. This decrease is slightly greater than the overall decrease reported in total budgets.

The net decrease in vocational education budgets was highest (-20%) among ROP/C's (for which total and vocational budget data are the same) and lowest among secondary districts (-2%). Community college districts reported an overall decrease of 4% and adult education programs experienced a 16% overall decrease. Excluding ROP/C's, vocational education budgets decreased less than total budgets at every level.

The majority of those who answered this question (57%) reported decreases in vocational education budgets,[8] while 34% reported increases and 9% reported no change. Decreases in vocational education budgets were thus less frequent than decreases in total budgets. Excluding ROP/C's, adult education programs reported decreases most frequently (64%) and community college districts did so least frequently (25%). This community college figure stands in contrast to the 87% which reported total budget decreases.

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[7] Vocational education budgets, like total budgets, were frequently reported as estimates and should be treated accordingly. In addition, data from site visits and telephone calls suggest that these data were drawn from a variety of sources and are thus not inter-institutionally compatible. In most instances, only Vocational Education Act funds were accounted for separately, while in some institutions the local contribution was included. Dollar totals in this instance should be viewed with extreme caution. Figures which are based on intra-institutional comparisons (i.e., percentage increases and decreases) are probably valid, however, inasmuch as site and telephone responses suggest that individual respondents used the same sources for both years' figures.

[8] If ROP/C's are excluded, the percentage reporting decreases declines to 56%.

TABLE 5

VOCATIONAL EDUCATION BUDGET DATA

TYPE OF INSTITUTION	Number Responding*	Total Budgets 1977-78 ($)	Total Budgets 1978-79 ($)	Overall Gain or Loss ($)	Overall Gain or Loss (%)	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	6	42,429,653	41,747,418	-682,235	-2%	-10% to 0%	0	4	2
Rural	51	16,369,387	16,434,818	+ 65,431	+.4%	-83% to+119%	21	27	3
Suburban	18	14,227,968	13,718,388	-509,580	-4%	-27% to 45%	5	11	2
Mixed	3	2,412,253	2,337,234	- 75,019	-3%	-21% to +14%	1	2	0
Totals	78	75,439,261	74,237,858	-1,201,403	-2%	-83% to+119%	27	44	7
COMMUNITY COLLEGE									
Urban	3	29,925,378	28,722,595	-1,202,783	-4%	-8% to +15%	2	1	0
Rural	11	24,357,251	22,872,746	-1,484,505	-6%	-37% to +3%	10	1	0
Suburban	8	36,689,534	35,568,810	-1,120,724	-3%	-13% to +58%	4	3	1
Mixed	2	12,377,025	11,650,000	- 727,025	-6%	-8% to 0%	0	1	1
Totals	24	103,349,188	98,814,151	-4,535,037	-4%	-37% to +58%	16	6	2
ROP/C***									
Urban	6	40,547,580	31,177,688	- 9,369,892	-23%	-28% to +19%	0	6	0
Rural	15	8,693,254	8,304,202	- 389,052	-4%	-55% to +49%	7	8	0
Suburban	10	11,449,914	9,719,995	- 1,729,919	-15%	-40% to +13%	2	8	0
Mixed	5	16,697,814	12,852,583	- 3,845,231	-23%	-33% to -13%	0	5	0
Totals	36	77,388,562	62,054,468	-15,334,094	-20%	-55% to +49%	9	27	0
ADULT									
Urban	8	4,914,082	3,529,295	- 1,384,787	-28%	-69% to 0%	0	7	1
Rural	6	173,850	167,831	- 6,019	-4%	-32% to +67%	2	2	2
Suburban	11	7,947,100	7,260, 998	- 686,102	-9%	-39% to +13%	2	7	2
Totals	25	13,035,032	10,958,124	- 2,076,908	-16%	-69% to +67%	4	16	5
GRAND TOTALS	163	269,212,043	[illegible]6,064,601	-23,147,442	-9%	-83% to+119%	56	93	14

*Excludes those who wrote "not available" or "unknown," those who gave figures for only one year, those who specified different data sources for the two years, and those who left the spaces blank.

**Includes differences of less than .5%.

***Data are the same as total budgets.

The range of vocational education budget changes was even greater than that of total budget changes: from -83% to +119%, or a spread of 202 percentage points. Secondary districts showed the greatest variability in this instance (-83% to +119%, both accounted for by rural respondents), and community college respondents displayed the least (-37% to +58%). Thus secondary responses, which demonstrated the least variability in total budget changes, displayed not only the widest range of vocational education budget changes but also both extremes of the overall range.

Total Enrollment Data

Total enrollment figures reported by respondents for Fall, 1977 and Fall, 1978 are depicted in Table 6 on page 33. In all, 88% of those who returned questionnaires provided data for both 1977-78 and 1978-79 which could be compared.[9] These data show enrollments of 1,192,485 in 1977-78 and 1,072,015 in 1978-79, for an overall decrease of 120,470.

Overall enrollment decreases were greatest among adult schools (-41%) and smallest among secondary districts (-2%). ROP/C's reported an overall decrease of 9% and community college districts reported a 7% overall decline.

Of the institutions which responded to this question, 65% reported enrollment decreases and 32% reported increases. The final 3% reported no change. Adult schools reported decreases most frequently (95%) and secondary districts did so least frequently (53%). Across all levels, then, the majority of respondents experienced declines in enrollment.

Individual institutions reported enrollment changes which ranged from -89% (adult) to +55% (ROP/C). Secondary districts demonstrated the least variability (-28% to +14%) and ROP/C's demonstrated the most (-59% to +55%).

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[9] Again, enrollments were frequently estimated and should be treated accordingly. Site and telephone data suggest that they derive from compatible sources, however, and that they are thus comparable.

TABLE 6

TOTAL ENROLLMENT DATA

TYPE OF INSTITUTION	Number Responding*	Fall 1977-78 Enrollment	Fall 1978-79 Enrollment	Overall Gain or Loss	Percent Gain or Loss	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	9	192,066	186,508	-5,558	-3%	-5% to +4%	3	6	0
Rural	58	81,784	81,949	+ 165	+.2%	-28%to +14%	33	23	2
Suburban	31	232,036	228,227	-3,809	-.2%	-7% to +9%	7	23	1
Mixed	1	4,008	4,370	+ 362	+9%	-	1	0	0
Totals	99	509,894	501,054	-8,840	-2%	-28%to +14%	44	52	3
COMMUNITY COLLEGE									
Urban	2	50,439	46,428	-4,011	-8%	-9% to -6%	0	2	0
Rural	12	74,557	64,860	-9,697	-13%	-31%to +4%	1	10	1
Suburban	12	274,930	260,913	-14,017	-5%	-20%to +50%	1	10	1
Mixed	2	40,966	36,231	-4,735	-12%	-18%to -5%	0	2	0
Totals	28	440,892	408,432	-32,460	-7%	-31%to +50%	2	24	2
ROP/C									
Urban	6	33,568	31,454	-2,114	-6%	-28%to +10%	2	4	0
Rural	14	8,452	8,762	+ 310	+4%	-44% to+55%	9	5	0
Suburban	10	10,720	7,135	-3,585	-33%	-59%to 0%	0	9	1
Mixed	5	10,327	9,901	- 426	-4%	-15%to +38%	4	1	0
Totals	35	63,067	57,252	-5,815	-9%	-59%to +55%	15	19	1
ADULT									
Urban	13	80,984	48,257	-32,727	-40%	-71%to +15%	1	12	0
Rural	9	21,852	14,135	-7,717	-35%	-66%to +13%	1	8	0
Suburban	15	75,796	42,885	-32,911	-43%	-89%to -13%	0	15	0
Totals	37	178,632	105,277	-73,355	-41%	-89%to +15%	2	35	0
GRAND TOTALS	199	1,192,485	1,072,015	-120,470	-10%	-89%to +55%	63	130	6

* Excludes those who wrote "unknown" or "not available," those who gave figures for only one year and those who left the spaces blank.

**Includes differences of less than .5%.

Vocational Education Enrollments

Vocational education enrollment figures provided by respondents are displayed in Tables 8 to 12 on pages 35 through 39. Table 7 below shows the percentage of respondents who provided comparable figures for 1977-78 and 1978-79 in each enrollment category.[10]

TABLE 7

PERCENTAGE OF RESPONDENTS PROVIDING VOCATIONAL EDUCATION ENROLLMENT FIGURES

Vocational Education Enrollment Category	Percent Providing Data
Total	74%
Ethnic Minority	55%
Handicapped	53%
Disadvantaged	46%
Non-Traditional	30%

Almost three-quarters of respondents provided comparable total vocational education enrollment data, but less than a third provided comparable figures for enrollments in non-traditional vocational education programs.[11] In the remaining categories, approximately half of the respondents gave figures for both years.

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[10] In addition to being estimates in many cases, these data appear to have been derived from a variety of sources and thus should not be viewed as fully comparable across institutions. Totals are therefore presented as rough approximations only.

[11] Most of those who did not provide enrollment data merely left the spaces blank or wrote in "not available" or "unknown." In the case of non-traditional enrollments, however, several respondents entered "??" or wrote, "Don't know what this means." Thus although a definition had been provided in the "General Directions" section of the questionnaire, it is probable that terminology was a factor in the low rate of response to this question.

TABLE 8

VOCATIONAL EDUCATION ENROLLMENT DATA

TYPE OF INSTITUTION	Number Responding*	Fall 1977-78 Enrollment	Fall 1978-79 Enrollment	Overall Gain or Loss	Percent Gain or Loss	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	8	72,951	73,717	+766	+1%	-5% to +4%	3	5	0
Rural	48	42,812	43,300	+488	+1%	-9% to +52%	24	22	2
Suburban	22	63,260	60,128	-3,132	-5%	-7% to +16%	8	13	1
Mixed	1	3,569	3,890	+321	+9%	-	1	0	0
Totals	79	182,592	181,035	-1,557	-1%	-9% to +52%	36	40	3
COMMUNITY COLLEGE									
Urban	1	7,618	7,375	-243	-3%	-	0	1	0
Rural	9	30,565	26,026	-4,539	-15%	-29% to +5%	1	8	0
Suburban	9	106,447	103,186	-3,261	-3%	-20% to +48%	1	7	1
Mixed	2	20,315	16,342	-3,973	-20%	-6% to -29%	0	2	0
Totals	21	164,945	152,929	-12,016	-7%	-29% to +48%	2	18	1
ROP/C TOTALS***	35	63,067	57,252	-5,815	-9%	-59% to +55%	15	19	1
ADULT									
Urban	12	11,239	7,980	-3,259	-29%	-83%to+1066%	1	11	0
Rural	7	1,351	1,107	-244	-18%	-100% to+29%	2	5	0
Suburban	13	8,686	6,287	-2,399	-28%	-85% to +20%	1	12	0
Totals	32	21,276	15,374	-5,902	-28%	-100%to1066%	4	28	0
GRAND TOTALS	167	431,880	406,590	-25,290	-6%	-100%to+1066%	57	105	5

* Excludes those who wrote "unknown" or "not available," those who gave figures for only one year and those who left the spaces blank.

** Includes differences of less than .5%.

***Data are identical to Total Enrollment Data. Please see Table 6 on page 33.

ETHNIC MINORITY ENROLLMENT IN VOCATIONAL EDUCATION PROGRAMS

TYPE OF INSTITUTION	Number Responding*	Fall 1977-78 Enrollment	Fall 1978-79 Enrollment	Overall Gain or Loss	Percent Gain or Loss	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	6	18,415	18,986	+571	+3%	-4% to +35%	2	4	0
Rural	34	4,917	5,303	+386	+8%	-36% to +489%	19	11	4
Suburban	19	14,438	14,073	-365	-3%	-20% to +23%	9	10	0
Mixed	3	3,274	2,178	-1,096	-33%	-60% to +9%	2	1	0
Totals	62	41,044	40,540	-504	-12%	-60% to +489%	32	26	4
COMMUNITY COLLEGE									
Urban	1	1,486	1,381	-105	-7%	-	0	1	0
Rural	9	8,001	6,649	-1,352	-17%	-28% to +17%	1	8	0
Suburban	7	22,123	19,858	-2,265	-10%	-24% to +48%	3	4	0
Mixed	2	5,263	4,749	-514	-10%	-13% to -5%	0	2	0
Totals	19	36,873	32,637	-4,236	-12%	-28% to +48%	4	15	0
ROP/C									
Urban	4	16,951	16,902	-49	-.3%	-28% to +13%	2	2	0
Rural	11	1,143	1,087	-56	-5%	-44% to +67%	6	4	1
Suburban	4	1,298	962	-336	-26%	-43% to +47%	1	3	0
Mixed	3	3,062	2,664	-398	-13%	-15% to +4%	1	2	0
Totals	22	22,454	21,615	-839	-4%	-44% to +67%	10	11	1
ADULT									
Urban	7	3,578	3,234	-344	-10%	-50% to +1063%	1	6	0
Rural	4	104	97	-7	-7%	-44% to +41%	1	3	0
Suburban	11	4,432	2,947	-1,485	-34%	-68% to +33%	1	9	1
Totals	22	8,114	6,278	-1,836	-23%	-68% to +1063%	3	18	1
GRAND TOTALS	125	108,485	101,070	-7,415	-7%	-68% to +1063%	49	70	6

* Excludes those who wrote "unknown" or "not available," those who gave figures for only one year and those who left the spaces blank.

**Includes differences of less than .5%.

TABLE 10

ENROLLMENT OF HANDICAPPED STUDENTS IN VOCATIONAL EDUCATION PROGRAMS

TYPE OF INSTITUTION	Number Responding*	Fall 1977-78 Enrollment	Fall 1978-79 Enrollment	Overall Gain or Loss	Percent Gain or Loss	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	6	866	791	-75	-9%	-83% to +4%	2	3	1
Rural	36	703	650	-53	-8%	-100% to +150%	9	11	16
Suburban	17	831	714	-117	-14%	-62% to +75%	8	7	2
Mixed	3	194	205	+11	+5%	0% to +9%	2	0	1
Totals	62	2,594	2,360	-234	-9%	-100% to +150%	21	21	20
COMMUNITY COLLEGE									
Urban	1	184	168	-16	-9%	-	0	1	0
Rural	11	761	700	-61	-9%	-31% to +21%	3	8	0
Suburban	8	808	1,019	+211	+26%	-41% to +358%	4	4	0
Mixed	2	268	180	-88	-33%	-57% to +9%	1	1	0
Totals	22	2,021	2,067	+46	+2%	-57% to +358%	8	14	0
ROP/C									
Urban	3	1,853	1,948	+95	+5%	-34% to +19%	2	1	0
Rural	7	74	77	+3	+4%	-33% to +50%	2	3	2
Suburban	4	162	127	-35	-22%	-37% to +6%	1	3	0
Mixed	1	45	35	-10	-22%	-	0	1	0
Totals	15	2,134	2,187	+53	+3%	-37% to +50%	5	8	2
ADULT									
Urban	6	416	391	-25	-6%	-11% to 0%	0	3	3
Rural	5	282	274	-8	-3%	-83% to 0%	0	2	3
Suburban	10	1,149	827	-322	-28%	-100% to +50%	1	6	3
Totals	21	1,847	1,492	-355	-19%	-100% to +50%	1	11	9
GRAND TOTALS	120	8,596	8,106	-490	-6%	-100% to +358%	35	54	31

* Excludes those who wrote "unknown" or "not available," those who gave figures for only one year and those who left the spaces blank.

**Includes differences of less than .5%.

ENROLLMENT OF DISADVANTAGED STUDENTS IN VOCATIONAL EDUCATION PROGRAMS

TYPE OF INSTITUTION	Number Responding*	Fall 1977-78 Enrollment	Fall 1978-79 Enrollment	Overall Gain or Loss	Percent Gain or Loss	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	6	3,339	3,728	+389	+10%	-11% to +587%	4	2	0
Rural	31	5,601	6,076	+475	+8%	-46% to +133%	14	10	7
Suburban	17	7,177	7,592	+415	+6%	-18% to +171%	9	6	2
Mixed	3	695	758	+63	+9%	0% to +13%	2	0	1
Totals	57	16,812	18,154	+1,342	+8%	-46% to +587%	29	18	10
COMMUNITY COLLEGE									
Urban	1	485	441	-44	-9%	-	0	1	0
Rural	7	2,940	2,670	-270	-9%	-30% to +4%	1	5	1
Suburban	7	3,086	3,597	+511	+17%	-12% to +45%	4	3	0
Mixed	2	3,482	2,617	-865	-25%	-31% to +12%	1	1	0
Totals	17	9,993	9,325	-668	-7%	-31% to +45%	6	10	1
ROP/C									
Urban	3	5,259	5,061	-198	-4%	-28% to +13%	2	1	0
Rural	5	433	474	+41	+10%	-47% to +218%	3	1	1
Suburban	4	360	368	+8	+2%	-33% to +110%	1	3	0
Mixed	2	619	534	-85	-14%	-15% to +17%	1	1	0
Totals	14	6,671	6,437	-234	-4%	-47% to +218%	7	6	1
ADULT									
Urban	6	3,024	2,486	-538	-18%	-50% to +1066%	1	5	0
Rural	1	243	137	-106	-44%	-	0	1	0
Suburban	8	2,155	1,509	-646	-30%	-89% to 0%	0	5	3
Totals	15	5,422	4,132	-1,290	-24%	-89% to +1066%	1	11	3
GRAND TOTALS	103	38,898	38,048	-850	-2%	-89% to +587%	43	45	15

* Excludes those who wrote "unknown" or "not available," those who gave figures for only one year and those who left the spaces blank.

**Includes differences of less than .5%.

TABLE 12

ENROLLMENT IN NON-TRADITIONAL VOCATIONAL EDUCATION PROGRAMS

TYPE OF INSTITUTION	Number Responding*	Fall 1977-78 Enrollment	Fall 1978-79 Enrollment	Overall Gain or Loss	Percent Gain or Loss	Range	Number Increased	Number Decreased	Number No Change**
SECONDARY									
Urban	4	7,877	7,973	+96	+1%	-8% to +9%	3	1	0
Rural	25	3,188	3,163	-25	-1%	-19% to +225%	9	5	11
Suburban	5	474	498	+24	+5%	-1% to +43%	4	1	0
Mixed	2	295	384	+89	+30	+12% to +43%	2	0	0
Totals	36	11,834	12,018	+184	+2%	-19% to +225%	18	7	11
COMMUNITY COLLEGE									
Urban	0	-	-	-	-	-	-	-	-
Rural	4	137	112	-25	-18%	-43% to +42%	2	2	0
Suburban	3	3,153	3,086	-67	-2%	-20% to +23%	1	2	0
Mixed	2	68	225	+157	+230%	+25% to +157%	2	0	0
Totals	9	3,358	3,423	+65	+2%	-43% to +157%	5	4	0
ROP/C									
Urban	2	393	387	-6	-2%	-9% to +38%	1	1	0
Rural	6	690	620	-70	-10%	-14% to +35%	3	3	0
Suburban	3	74	41	-33	-45%	-70% to -21%	0	3	0
Mixed	0	-	-	-	-	-	-	-	-
Totals	11	1,157	1,048	-109	-9%	-70% to +38%	4	7	0
ADULT									
Urban	4	276	133	-143	-52%	-58% to +9%	1	2	1
Rural	0	-	-	-	-	-	-	-	-
Suburban	7	555	553	-2	-.4%	-100% to +30%	1	4	2
Totals	11	831	686	-145	-17%	-100% to +30%	2	6	3
GRAND TOTALS	67	17,180	17,175	-5	-.03%	-100% to +225%	29	24	14

* Excludes those who wrote "unknown" or "not available," those who gave figures for only one year and those who left the spaces blank.

**Includes differences of less than .5%.

Overall, those responding to this question reported a 6% decrease in vocational education enrollments - somewhat less than the overall decrease in total enrollments. Overall changes in ethnic minority and handicapped enrollments were similar (-7% and -6%, respectively). Little change was reported in the remaining two categories, however. Disadvantaged enrollments decreased 2%, and non-traditional enrollments decreased only .03%.

Decreases far exceeding these overall figures were reported by adult programs: -28% total; -23% ethnic minority; -19% handicapped; -24% disadvantaged; and -17% non-traditional. As with the responding population in general, however, adult programs experienced less vocational enrollment decline than total enrollment decline.

Table 13 below portrays the percentage of those responding who reported increases, decreases and no changes in each of the five vocational enrollment categories.

TABLE 13

PERCENTAGE REPORTING INCREASED, DECREASED OR UNCHANGED ENROLLMENTS IN VOCATIONAL EDUCATION PROGRAMS

Vocational Education Enrollment Category	Percent Reporting Increase	Percent Reporting Decrease	Percent Reporting No Change*
Total	34%	63%	3%
Ethnic Minority	39%	56%	5%
Handicapped	29%	45%	26%
Disadvantaged	42%	44%	14%
Non-Traditional	43%	36%	21%

*Includes changes of less than .5%.

The least variability occurred in non-traditional enrollments, which ranged over 335 percentage points. Most variable were total vocational education enrollments, which spanned a range of 1,166 percent.

Substantial increases or decreases occurred at every level and in every type of geographical area. However, the two largest changes were reported by an urban adult program (+1,063% in ethnic minority enrollment and +1,066% in disadvantaged enrollment). Other range extremes of 100% or more were reported by rural adult (-100% total), rural secondary (+489% ethnic minority), suburban secondary (-100% and +150% handicapped), suburban community college (+358% handicapped), suburban adult (-100% handicapped), urban secondary (+587% disadvantaged), rural ROP/C (+218% disadvantaged), suburban ROP/C (+218% disadvantaged) and suburban adult (-100% non-traditional) respondents. Most of these changes were in the positive direction, although there were instances in which an entire category was lost. One rural adult program lost its entire vocational education program and enrollment.

Over 50% of respondents reported decreases in only the total and ethnic minority categories, although substantial numbers reported decreases in the handicapped and disadvantaged categories. "No change" occurred most frequently in ethnic minority (26%) and non-traditional (21%) enrollments.

Changes reported by individual respondents ranged widely throughout all five categories, as Table 14 below demonstrates.

TABLE 14

RANGE OF CHANGES IN VOCATIONAL EDUCATION ENROLLMENTS

Vocational Education Enrollment Category	Range of Changes in Enrollment
Total	-100% to +1066%
Ethnic Minority	-68% to +1063%
Handicapped	-100% to +358%
Disadvantaged	-89% to +587%
Non-Traditional	-100% to +225%

Vocational Education Act Funds: 1977-78

When asked whether they had returned or released any 1977-78 Vocational Education Act (VEA) funds, 37% of respondents indicated that they had and 44% indicated that they had not. Table 15 below displays the response to this question by level and by geographical area.

TABLE 15

PERCENT OF RESPONDENTS WHO RETURNED OR RELEASED 1977-78 VEA FUNDS*

Type of Institution	Yes	No	N/A	No Response/Unknown
SECONDARY	*49%*	*45%*	*1%*	*5%*
Urban	36%	64%	-	-
Rural	56%	35%	2%	7%
Suburban	43%	54%	-	3%
Mixed	-	100%	-	-
COMMUNITY COLLEGE	*38%*	*56%*	-	*6%*
Urban	25%	75%	-	-
Rural	36%	57%	-	7%
Surburban	50%	43%	-	7%
Mixed	-	100%	-	-
ADULT	*3%*	*29%*	*63%*	*5%*
Urban	-	57%	43%	-
Rural	-	10%	80%	10%
Suburban	6%	18%	70%	5%
TOTAL	*37%*	*44%*	*14%*	*5%*

*Does not apply to ROP/C's.

Community college districts were less likely to have returned VEA funds than secondary districts. Among secondary respondents, almost half reported that they had returned or released 1977-78 VEA funds, and the percentage increased to a majority in rural areas. By far the majority of adult respondents indicated that the question was "not applicable" because they did not receive VEA money.

Summary

- Responding institutions reported overall budget decreases from fiscal year 1977-78 to fiscal year 1978-79 of 7%.
- Budget decreases were reported by three-quarters of those providing figures.
- Budget changes ranged from a high of +49% (ROP/C) to a low of -74% (adult).
- Decreases were most frequently reported by adult education programs (97%). A third of these programs reported decreases of 50% or more, which only one other institution (a rural ROP/C) did.

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- Responding institutions reported overall decreases in vocational education budgets from fiscal year 1977-78 to fiscal year 1978-79 of 9%.
- Excluding ROP/C's (for which total budgets and vocational education budgets are the same), vocational education budgets decreased less than total budgets at every level.
- Vocational education budget decreases were reported by 57% of those providing figures.
- Decreases in vocational education budgets were reported most frequently by ROP/C's (75%) and adult education programs (64%). The net decrease was highest among ROP/C's (-20%).
- Vocational education budget changes ranged from a high of +119% to a low of -83% (both secondary).

***

- Responding institutions reported overall enrollment decreases between the Fall of 1977 and the Fall of 1978 of 10%, or 120,470 students.
- Overall decreases were greatest among adult schools (-41%).
- Enrollment decreases were reported by 65% of those providing figures.
- Decreases were most frequently reported by adult schools (95%).

***

- Responding institutions reported overall vocational education enrollment decreases between the Fall of 1977 and the Fall of 1978 of 6%, or 25,290 students.
- Responding institutions reported vocational education enrollment decreases of 7% among ethnic minority students, 6% among handicapped students, 2% among disadvantaged students and -.03% among students enrolled in non-traditional occupations between the Fall of 1977 and the Fall of 1978.
- Decreases far exceeding these overall figures were reported by adult schools: -28% total; -23% ethnic minority; -19% handicapped; -24% disadvantaged; and -17% non-traditional.
- Changes in vocational education enrollments ranged from a high of +1066% (adult-disadvantaged) to a low of -100% (adult - total; secondary - handicapped; adult - non-traditional; et. al.)

***

- Thirty-seven percent of respondents indicated that they had returned or released 1977-78 VEA funds.
- Returning or releasing VEA funds was most frequently reported by secondary districts (49%) and least frequently reported by adult education programs (3%).
- Almost two-thirds of adult program respondents (63%) indicated that VEA funds were "not applicable" to their institutions.

PLANNING PROCESSES

One of this study's primary objectives was to explore the manner in which responding institutions planned "for possible cutbacks under Proposition 13" and whether or not they were currently planning "for the possibility of a further reduction in income for fiscal year 1979-80." Respondents were asked five questions regarding planning for 1977-78 and another four concerning planning for 1979-80. In this section, responses with respect to initial planning will be examined.

Month Planning Began

Table 17 on page 46 displays the months respondents reported their institutions had begun planning for possible cutbacks under Proposition 13 by level and by geographical area. These data are summarized in Table 16 below.

TABLE 16

PLANNING FOR PROPOSITION 13 CUTBACKS

Summary

Time of Planning	Number of Respondents	Percent
December to February	29	13%
March to May*	105	47%
June to August**	75	33%
Other***	10	4%
No Response	7	3%
TOTAL	226	100%

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* Includes "March or April" and two "April-May" responses.

** Includes "Summer" response.

***Includes "September" response.

TABLE 17

PLANNING FOR PROPOSITION 13 CUTBACKS

Months Respondents Began Planning

TYPE OF INSTITUTION	December	January	February	March	April	April -May	May	June*	July	August	September	Other	No Response
SECONDARY													
Urban			2	2	3		3					1 - Not yet	1
Rural	1	4	4	10	8	1	11	18	3		1	1 - Early spring	3
Suburban		2	3	7	9	1	1	9	1			1 - Immediately	1
Mixed							1		1				1
TOTALS	1	6	9	19	20	2	16	27	5		1	3	6
COMMUNITY COLLEGE													
Urban			1	1				2					
Rural		1	2	5	3			1				1 - March or April	
Suburban	1	1	2	1	2			6				1 - Spring	1
Mixed			1		1								
TOTALS	1	2	6	7	6	-	-	9	-	-	-	2	1
ROP/C													
Urban		1		1	1		1	2					
Rural		1	1	3	6		3	1					
Suburban				2	2		1	3	1			1 - Did not	
Mixed			1		1		1	1				1 - February - March	
TOTALS	-	2	2	6	10	-	6	7	1	-	-	2	-
ADULT													
Urban				2			3	8				1 - Never did	
Rural					2		2	4	1	1			
Suburban					2		1	11		1		1 - Summer 1 - Not until district knew level of State support.	
TOTALS	-	-	-	2	4	-	6	23	1	2	-	3	-
GRAND TOTAL	2	10	17	34	40	2	28	66	7	2	1	10	7

* Qualified by several respondents as "(Right) after the election."

Almost half (47%) of respondents reported that their institutions began planning in the period between March and May, 1978. However, the largest single group (n=66; 29%) did not begin planning until June, and several of these respondents appended "(Right) after the election" to this report. Another 4% began planning in July, August or September, and three respondents noted that they "never did" or had "not yet" begun.

Community colleges most often began planning in the Spring (71% reported months of April or earlier), while planning in adult programs typically started in the summer (66% reported months of June or later). Approximately two-thirds (68%) of secondary respondents began their planning in April or earlier as did 58% of ROP/C respondents.

People Involved in the Planning Process

In order to determine the nature of responding institutions' planning processes, the questionnaire asked, "*Who* was *involved* in the process your (type of institution) used to determine where cutbacks would be made with respect to *vocational education* programs and services, and *who* actually *made* the final *decisions*?" Examples were given (e.g., district superintendent; vocational education administrator; advisory committee members), and respondents were requested to be "comprehensive" and "specific."

This question was a completely open-ended one, and it generated a wide variety of responses. Five basic "models" emerged, however, and these are outlined below.[12]

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[12] These models are limited to those who were *involved* in the planning process and do not account for the question of who made the final *decisions*. A large number of respondents interpreted the term "decision" in a legal manner and replied, "the Board," while another substantial percentage did not distinguish between involvement and making decisions. As a result, the number of those delineating an internal process of decision-making was too small to permit analysis.

1. Planning by top management. Only the district superintendent and the local Board of Education were involved in the planning and decision-making-process.
2. Planning by key administrators. The district superintendent and the local Board of Education plus a selected group of district-level administrators (e.g., the superintendent's cabinet) were involved in the planning and decision-making process.
3. Planning by a variety of administrators. In addition to the superintendent, the Board and top administrators, other administrative staff (e.g., site principals, vocational education coordinators) were involved in the planning and decision-making process.
4. Planning by several responsible groups. In addition to the superintendent, the Board and various administrators, one or more other groups of those with responsibility for the institution's programs (e.g., teachers, advisory committee members, classified staff) were involved in the planning and decision-making process.
5. Planning by the total community. The Board, the superintendent, administrators, teachers, advisory committee members, classified staff, students, parents and in some cases even members of the community at large were involved in the planning and decision-making process.

Table 18 on page 49 depicts the percentage of respondents by level who reported planning and decision-making processes which fall into each one of these five "models."

TABLE 18

PEOPLE INVOLVED IN THE PLANNING PROCESS

TYPE OF INSTITUTION	PLANNING MODEL					
	Planning by Top Management	Planning by Key Administrators	Planning by a Variety of Administrators	Planning by Several Responsible Groups	Planning by the Total Community	No Response/ Response Insufficientl Specific
SECONDARY	11%	4%	33%	20%	11%	20%
COMMUNITY COLLEGE	0%	26%	12%	50%	6%	6%
ROP/C	6%	28%*	25%	31%	3%	6%
ADULT	2%	10%**	46%***	12%	7%	22%
TOTAL	7%	12%	31%	25%	8%	16%

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* Includes ROP/C superintendent or director but not other ROP/C coordinators.

** Includes district adult education director but not adult school principal(s).

***Includes adult school principal(s).

Overall, planning involving a variety of administrators was the most prevalent model (31%), followed by planning involving several groups responsible for the institution's program (25%). The three models involving only administrative staff were employed by exactly half of the responding institutions (50%), while the two models involving wider participation were employed by a third (33%). Least frequently utilized was planning by the superintendent and the local Board of Education alone (7%).

Planning by top or key administrators plus the local Board was reported by 34% of ROP/C respondents but by only 12% of adult program respondents.[13] Fifteen percent of secondary respondents and 26% of community college respondents reported these two types of planning.

Only among responding community colleges did a majority employ one of the models involving more than the Board and administrators. These models were least frequently reported by responding adult education programs (19%) and were utilized by approximately a third of the secondary and ROP/C respondents (31% and 34%, respectively).

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[13] This figure for adult education programs may be artificially low because processes involving adult school principals (but not those involving only district adult education directors) were included in "planning by a variety of administrators." The rationale for this inclusion was the fact that several adult principals clearly specified that they had not been involved in a "central office" decision-making process.

Criteria Used in Determining Where Cuts Would Be Made

If the responding institutions they represented "made any curtailments in vocational education programs or services," respondents were requested to indicate "what criteria were used in determining where the cuts would be made." Examples were again given (e.g., particular local Board policies; personnel considerations; program effectiveness), and respondents were asked to be specific. The question itself, however, was open-ended.

Frequently, responses to this question mentioned outcomes (e.g., "a $10.00 fee was added;" "less supplies have been issued") rather than the criteria employed in determining what these outcomes would be. Replies of this nature represented 18% of the total. Answers which indicated that "no cuts" had been made totalled another 19%, statements such as "the only criterion was the budget" made up 4% and blank spaces (no response) or unclear answers accounted for 24% of respondents. The remaining 35% of respondents listed a total of 111 criteria (several respondents mentioned two or three) that had been utilized in making decisions regarding post-Proposition 13 cutbacks.

Most of the criteria mentioned by respondents are applicable to all levels; these remarks are described below. Criteria which are unique to a particular type of institution are summarized on page 53.

In descending order of the number of times each was cited, the following criteria for determining where post-Proposition 13 cuts would be made were utilized by respondents:

* Student enrollment or demand was used as a criterion by 30 respondents (38%).[14] "Low enrollment programs cut first," "minimum class size enforced" and "student interest as indicated by enrollment" came under this heading.

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[14] Percentages reflect the proportion of those who mentioned any criteria at all. Since several respondents listed more than one criterion, these percentages will not sum to 100%.

- Personnel considerations were used as criteria by 19 respondents (24%). These included "no personnel cuts," "no new hirings," "eliminate only part-time ... employees," "eliminate staff with matching requirements," and "instructor availability."

- Cost factors were used as criteria by 18 respondents (23%). These included "cost/student," "cost/placement," "cost effectiveness" and "the Board felt the program ... was too expensive."

- Program effectiveness was cited as a criterion by 17 respondents (22%).

- Instructional program maintenance or protection was used as a criterion by eleven respondents (16%). "Least effect on the instructional program," "cut non-instructional areas first" and "save the program" fell into this category.

- Placement rates or relationship to the job market were used as criteria by seven respondents (9%).

- Legal or policy requirements were used as criteria by five respondents (7%). These included "compliance as to the ratio of administration to teachers," "SDE policies" and "Education Code requirements."

- Critical or essential needs were used as criteria by three respondents (4%). Comments such as, "Board policy restricted expenditure to critical needs" were included under this heading.

The following criteria were listed by only one or two respondents:

- curriculum - wide considerations
- strengthen offerings
- availability of alternate delivery systems
- student program need
- program completions
- poor evaluations
- programs defunded by the Legislature
- avoid long-term financial commitments
- squeaky wheel - no analysis

With respect to criteria which apply only to a particular type of instition, the following were mentioned:

- Four ROP/C respondents (20%) used "elimination of adults" as a criterion for making cuts.
- Two adult education respondents (13%) noted that the criterion for cutting their programs had been the preservation of the "day" or "K - 12" program.

Utilization of Labor Market Information for Planning

Table 19 on page 54 depicts respondents' answers to the questions, "Does your (type of institution) have access to local labor market information for use in planning and assessing vocational education programs?" and " Was the local labor market information ... used in determining where to cut vocational education programs and services?"

Almost all respondents (90%) reported that they had access to such information. "Yes" responses ranged from a low of 85% at the adult level to a high of 100% at the ROP/C level. "No" responses predominated in rural areas (14% secondary; 21% community college; 20% adult) and were found to a lesser degree in suburban areas (3% secondary and 12% adult).

Whether or not they had access to it, however, only one-fifth (20%) of respondents utilized this information in planning post-Proposition 13 cutbacks. ROP/C's did so most frequently (42%) and secondary districts did so least frequently (12%).

Among those who indicated that they had not used labor market information in their planning, 29% indicated that this was because "no cuts were made," because "no programs have been eliminated" or because "cuts were not sufficiently severe to warrant it." Another 12% noted that other criteria had taken precedence, particularly "the number of dollars available," "personnel considerations" and "lack of students." Three percent reported that they had not used the information

TABLE 19

UTILIZATION OF LABOR MARKET INFORMATION FOR PLANNING

TYPE OF INSTITUTION	Is Labor Market Information Available?				Was Labor Market Information Used in Planning Cutbacks?			
	Yes	No	N/A	No Response	Yes	No	N/A	No Response*
SECONDARY	*89%*	*9%*	*1%*	*1%*	*12%*	*57%*	*5%*	*25%*
Urban	100%	-	-	-	27%	55%	-	18%
Rural	82%	14%	2%	2%	8%	54%	3%	35%
Suburban	97%	3%	-	-	17%	60%	11%	11%
Mixed	100%	-	-	-	-	100%	-	-
COMMUNITY COLLEGE	*91%*	*9%*			*24%*	*52%*	*3%*	*21%*
Urban	100%	-	-	-	25%	50%	25%	-
Rural	79%	21%	-	-	28%	36%	-	36%
Suburban	100%	-	-	-	21%	64%	-	14%
Mixed	100%	-	-	-	-	100%	-	-
ROP/C	*100%*				*42%*	*55%*		*3%*
Urban	100%				67%	33%	-	-
Rural	100%				40%	53%	-	7%
Suburban	100%				40%	60%	-	-
Mixed	100%				20%	80%	-	-
ADULT	*85%*	*10%*	*5%*		*17%*	*61%*	*7%*	*15%*
Urban	100%				36%	43%	-	21%
Rural	60%	20%	20%	-	-	50%	30%	20%
Suburban	88%	12%	-	-	12%	82%	-	6%
TOTALS	*90%*	*8%*	*1%*	*1%*	*20%*	*57%*	*4%*	*19%*

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* Includes one "unknown" response and one "?" response.

because it was either not "accurate" or not "current," and another 3% noted that all of their programs were in high demand occupations. Finally, 9% gave a variety of other reasons, ranging from, "We had no options" through "capricious planning" to, "Our district is committed to vocational education." The remainder (44%) did not comment.

Among those who had utilized labor market information in the post-Proposition 13 planning process, assessing job availability and labor market needs was the use most frequently cited. Other reasons included "determining what to keep," "reviewing all courses," "justifying continuing" programs and "determining potential placements."

Comments About Planning Processes

The final question under this heading provided respondents with a space in which to comment on "other (positive or negative) aspects of the process" their institutions used or, if they did not believe that process had been optimal, to suggest alternatives "for planning when it becomes necessary to cut expenses." Over one-third of respondents (35%) elected to answer this question.

A third of the comments either referred to outcomes rather than to processes or were of a miscellaneous nature and thus did not lend themselves to being grouped. Of those remaining, the bulk fell into two categories: those praising the institutions's planning process (16 comments) and those condemning it (11 comments).

Typical of respondents who commended the manner in which their institutions had approached post-Proposition 13 planning was a community college respondent who wrote:

> Under the circumstances, the College used the best possible procedure. All staff could provide input and were aware of the Board decisions for implementation.

Of those whose comments were positive, all but three noted the opportunity for input.

The contrasting point of view was typified by the comment of secondary respondent: "It was a closed process with no direct involvement at the hands-on level." Seven of the eleven negative remarks criticized the absence of involvement.

Eight additional comments noted that the "real impact" of Proposition 13 would be in the future and that current activities represented a "holding pattern" or "maintaining the store." The remaining remarks were similar to the following:[15]

- How could this process be optimal? One week ROP's were dead, the next they were alive. The whole summer was crazy!!! (4)
- No drastic cuts were made in our program. (4)
- Options were out - the problem is financing, seniority, etc. (3)
- Our decisions were purely financial. Districts still supported our services but they could not be funded. (3)
- Mission should be reviewed and priorities set so any changes in programs can be made using predetermined criteria. (2)
- Providing time is available, community program advisory committees would be included in the planning process. (2)

Summary

- Almost half (47%) of respondents reported that their institutions began planning for possible cutbacks under Proposition 13 between March and May.
- A third of respondents reported that they did not begin planning unitl June or later.
- The most prevalent "model" of planning was to involve a variety of administrators, the superintendent and the Board.

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[15] The number in parentheses following each comment indicates how many similar remarks were made.

- Planning models involving only administrative staff were employed by exactly half of the responding institutions.

- Planning models involving participation below the administrative level were utilized by a third of respondents.

- Criteria used in curtailing vocational education programs or services were reported by approximately a third of respondents (35%). Nineteen percent noted in this regard that they had made no cuts.

- The three most frequently listed criteria were student enrollment or demand (38% of those providing criteria), personnel considerations (24%) and cost factors (23%).

- Almost all respondents (90%) reported that they had access to labor market information for use in planning and assessing vocational education programs.

- Whether or not they had access to labor market information, only 20% used it in planning post Proposition 13 cutbacks.

- Almost half (44%) of those who did not use labor market information in planning did not explain this response. The most frequent reasons cited by the other "no" respondents were that no program cuts had been made (29%) or that other criteria had taken precedence (12%).

- Comments on planning processes were made by over a third of respondents (35%). Most of these comments were of a "miscellaneous" nature. Among the remainder, commendations of the institution's planning process and criticisms thereof were the most prevalent.

OUTCOMES

Respondents were asked a total of ten questions regarding the program-related outcomes of Proposition 13 in their institutions. Inasmuch as virtually all of the alterations inquired about might have been made for other reasons (loss of outside funds or a decrease in enrollment, for example), each question requested that respondents limit their answers to changes which occurred as a result of Proposition 13. The effects of Proposition 13 which respondents reported as having occurred in their institutions are discussed in the sections which follow.

Elimination of Summer Session Due to Proposition 13

Table 20 on page 58 depicts the percentage of respondents who reported that their institutions eliminated summer session as a result of Proposition 13. Overall,

TABLE 20

ELIMINATION OF SUMMER SESSION DUE TO PROPOSITION 13

TYPE OF INSTITUTION	Yes	No	N/A*	Partially**	No Response
SECONDARY	*70%*	*13%*	*10%*	*3%*	*4%*
Urban	73%	27%	-	-	-
Rural	58%	15%	18%	1%	8%
Suburban	88%	6%	-	6%	-
Mixed	100%	-	-	-	-
COMMUNITY COLLEGE	*27%*	*65%*	-	*6%*	*3%*
Urban	75%	25%	-	-	-
Suburban	21%	71%	-	7%	-
Rural	14%	71%	-	7%	7%
Mixed	50%	50%	-	-	-
ROP/C	*66%*	*25%*	*6%*	-	*3%*
Urban	66%	17%	-	-	17%
Rural	53%	33%	13%	-	-
Suburban	80%	20%	-	-	-
Mixed	80%	20%	-	-	-
ADULT	*78%*	*12%*	*5%*	*2%*	*2%*
Urban	71%	21%	7%	-	-
Rural	100%	-	-	-	-
Suburban	70%	12%	6%	6%	6%
TOTALS	*64%*	*23%*	*7%*	*3%*	*3%*

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* "Never held summer session in previous years" reported.

** Respondents who indicated that summer session was partially eliminated or that it was "reduced" or "limited."

64% did so and 23% did not. Another 7% replied that they had not held summer school in the past, and 3% indicated that summer school had been partially eliminated. Only among community college respondents did a minority (27%) eliminate summer session; at the remaining levels, "yes" responses ranged from two-thirds to three-quarters of the total. Adult programs were most likely to have eliminated summer school, particularly in rural areas.

Comments regarding summer session were made by a total of 14 respondents. Most frequent among these were indications that programs which did not require local funds or programs to which the institution had a commitment had been continued. For example, a suburban community college district wrote:

> "Only programs/courses (including vocational education ones) were offered this summer if they did not require local funds for operation. Six programs funded by VEA Subparts 2 and 4 and CETA I were run this summer."

A rural adult program added, "Except LVN - continued 2½ months to graduate class in August."

Three of the 11 respondents who made such comments noted that programs for the handicapped had been maintained, as in this comment from another adult program:

> The only vocational class we offered during the summer was vocational and educational training for the developmentally disabled and this class was not dropped during the summer.

Finally, two respondents indicated that summer session had either already been eliminated for 1979 or would be if no funds were available, and one wrote that summer school had been continued by the Board this year over the objections of the administration.

Elimination of Vocational Education Programs Due to Proposition 13

Overall, a quarter of the responding institutions reported that they had eliminated selected vocational education programs as a result of Proposition 13.

Table 21 on page 61 portrays the response to this question by level and by geographical area.[16]

The elimination of total programs (as opposed to classes or sections within programs) was most frequently among ROP/C's; over half (58%) did so. In contrast, less than one-fifth of community college and secondary districts (15% and 17%, respectively) eliminated programs as a result of Proposition 13.

Elimination of Vocational Education Classes and/or Sections Due to Proposition 13

As Table 22 on page 62 indicates, respondents eliminated classes or sections as a result of Proposition 13 with considerably greater frequency than they eliminated programs. Across all levels, 42% of the responding institutions reported eliminating classes or sections; among community college districts the rate was 71%. Secondary districts eliminated classes or sections least frequently (36%), with adult education programs and ROP/C's falling in between at 37% and 42%, respectively.[17]

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[16] Responses regarding the particular programs, classes or sections which had been eliminated were frequently either vague or incomplete. Accordingly, these data have not been tabulated.

[17] In comparison with their rate of program elimination, the frequency with which ROP/C's reported eliminating sections appears quite low. In all probability, this response reflects a problem with terminology rather than with actual occurrences. Although some ROP/C's made a distinction between programs and sections as defined in the questionnaire's "General Directions" section, many noted that they, "... do not have programs, only classes" or that "... classes is defined as a course offering at a specific location."

A closer examination of ROP/C respondents' answers to the questions regarding the elimination of programs, classes and sections revealed that 17% of them were "incorrect" (e.g., the same title was listed as a response to both questions). Although efforts were made to re-sort these responses, it is probable that some cross-filing remains. That is, the program elimination rate may be somewhat lower than it appears, or the section elimination rate may be somewhat higher.

TABLE 21

ELIMINATION OF VOCATIONAL EDUCATION PROGRAMS DUE TO PROPOSITION 13

TYPE OF INSTITUTION	Percent Reporting That Programs Were Eliminated
SECONDARY	
Urban	18%
Rural	14%
Suburban	26%
Mixed	-0-
Total	17%
COMMUNITY COLLEGE	
Urban	25%
Rural	21%
Suburban	7%
Mixed	-0-
Total	15%
ROP/C	
Urban	83%
Rural	60%
Suburban	60%
Mixed	20%
Total	58%
ADULT	
Urban	36%
Rural	10%
Suburban	29%
Total	27%
GRAND TOTAL	25%

TABLE 22

ELIMINATION OF VOCATIONAL EDUCATION CLASSES AND/OR SECTIONS DUE TO PROPOSITION 13

TYPE OF INSTITUTION	Percent Reporting That Classes and/or Sections Were Eliminated
SECONDARY	
Urban	55%
Rural	29%
Suburban	43%
Mixed	33%
TOTAL	36%
COMMUNITY COLLEGE	
Urban	75%
Rural	64%
Suburban	79%
Mixed	50%
TOTAL	71%
ROP/C	
Urban	83%
Rural	33%
Suburban	40%
Mixed	20%
TOTAL	42%
ADULT	
Urban	57%
Rural	-0-
Suburban	41%
TOTAL	37%
GRAND TOTAL	42%

Elimination or Curtailment of Special or Supportive Programs and Services Due to Proposition 13

Table 24 on page 64 depicts the number of respondents by level and by geographical area who indicated that they had eliminated or curtailed each of the special or supportive services listed in the survey instrument. These data are summarized in Table 23 below and in Table 25 on page 65.

TABLE 23

TOTAL NUMBER OF PROGRAMS AND SERVICES ELIMINATED OR CURTAILED

TYPE OF INSTITUTION	Number Curtailed	Number Eliminated	Total
SECONDARY	122	11	133
COMMUNITY COLLEGE	61	0	61
ROP/C	64	7	71
ADULT	32	16	48
TOTALS	279	34	313

In all respondents curtailed 279 and eliminated 34 special or supportive programs or services as a result of Proposition 13, for a total of 313 such programs cut back among responding institutions. Almost half (42%) of these curtailments or eliminations occurred at the secondary level.

As Table 25 indicates, the most frequent rate of cutting a particular program was reported by ROP/C's, 31% of which curtailed and 8% of which eliminated career information services. Least likely to curtail or eliminate such a program or service were secondary districts; the most frequently cut was vocational and career guidance, which 21% of these districts curtailed and 1% eliminated.

TABLE 24

ELIMINATION OR CURTAILMENT OF SPECIAL OR SUPPORTIVE PROGRAMS AND SERVICES DUE TO PROPOSITION 13

E = Eliminated
C = Curtailed

Number Responding - Listed Programs and Services

TYPE OF INSTITUTION	Work Experience		Placement		Apprenticeship Related Instruction		Career Information Services		Vocational and Career Guidance		Vocational Education for the Handicapped		Vocational Education for the Disadvantaged		Vocational Student Organizations		Recruitment into Non-Traditional Careers		Tutorial Programs		Learning Centers	
	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C
SECONDARY																						
Urban								1		1		1		4		1		1	1	1	2	
Rural		8		5		1	3	10	1	12		2	1	3	1	7		4		3		1
Suburban		8		10				9		11	1	1	1	1	1	5		3		4		2
Mixed				1																1		
TOTALS		16	-	16	-	1	3	20	1	24	1	4	1	8	2	13	-	8	1	9	2	3
COMMUNITY COLLEGE																						
Rural		2		3				5		6		2		3				1		1		2
Suburban		4		2		1		3		4		3		1		1		2		4		4
Mixed		1		1				1		1								1		1		1
TOTALS		7	-	6	-	1	-	9	-	11	-	5	-	4	-	1	-	4	-	6	-	7
ROP/C																						
Urban		2		4		1	2	3		6		1		2			1	1		3	1	2
Rural		1		1		1		2		2					1							
Suburban				5			1	4		3		2		2			1	2				
Mixed				3				2		2		2		2				2		2		
TOTALS	-	3	-	12	-	2	3	11	-	13	-	5	-	6	1	-	2	5	-	5	1	2
ADULT																						
Urban	1		2		1		3	1	1				1	1			2	1	1	1	1	1
Rural										1		1		1								
Suburban	2			5		2	1	5		4		2		2				3				1
TOTALS	3	-	2	5	1	2	4	6	1	5	-	3	1	4	-	-	2	4	1	1	1	2
GRAND TOTALS	3	26	2	39	1	6	10	46	2	53	1	17	2	22	3	14	4	21	2	21	4	14

TABLE 25

RANK ORDER OF THE FOUR MOST FREQUENTLY CURTAILED OR ELIMINATED PROGRAMS/SERVICES

TYPE OF INSTITUTION	Program or Service	Percent Curtailing	Percent Eliminating	Total
SECONDARY	1. Vocational & Career Guidance	21%	1%	22%
	2. Career Information Services	17%	3%	20%
	3. Placement	14%	-	14%
	4. Work Experience	14%	-	14%
COMMUNITY COLLEGE	1. Vocational & Career Guidance	32%	-	32%
	2. Career Information Services	26%	-	26%
	3. Work Experience	21%	-	21%
	4. Learning Centers	21%	-	21%
ROP/C	1. Career Information Services	31%	8%	39%
	2. Vocational & Career Guidance	36%	-	36%
	3. Placement	33%	-	33%
	4. Recruitment of Students into Non-Traditional Careers	14%	6%	20%
ADULT	1. Career Information Services	15%	10%	25%
	2. Placement	12%	5%	17%
	3. Recruitment of Students into Non-Traditional Careers	10%	5%	15%
	4. Vocational & Career Services	12%	2%	14%
ALL LEVELS	1. Career Information Services	20%	4%	24%
	2. Vocational & Career Guidance	23%	1%	24%
	3. Placement	17%	1%	18%
	4. Work Experience	12%	1%	13%

*Excluding "other" programs and services (Table 26).

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Overall, career information services were most frequently cut (20% of respondents curtailed them and 4% eliminated them), followed by vocational and career guidance (23% and 1%), placement (17% and 1%) and work experience (12% and 1%). Career information services were among the two most frequently cut programs at all four levels, and vocational and career guidance was the most frequently cut among secondary and community college respondents.

An alternative view of these responses derives from examining the frequency with which respondents eliminated or curtailed any supportive programs or services at all. Table 26 on page 67 portrays these data, which eliminate the "duplicate count" feature of Tables 23 through 25.

Although the single most frequently cut service was eliminated by only approximately a quarter of respondents, Table 26 shows that over half of all respondents either eliminated or curtailed at least one of the listed programs or services as a result of Proposition 13. By level, over half of the ROP/C's did so, half of the community colleges did so and only slightly less than half of the secondary districts did so. Only among adult programs was the elimination or curtailment rate less than 40%.

In addition to listing specific programs and services, the questionnaire included a space for the enumeration of "other" similar activities which had been eliminated or curtailed. Respondents listed 10 such undertakings which had been eliminated and another 11 which had been curtailed; these responses are reproduced in Table 27 on page 68. No listing was mentioned more than twice, however, and only one was noted that many times ("transportation" by ROP/C respondents). In sum, these responses describe a range of occurrences resulting from Proposition 13 rather than a pattern with respect to their nature.

TABLE 26

PERCENT CURTAILING OR ELIMINATING ONE OR MORE LISTED PROGRAMS/SERVICES

TYPE OF INSTITUTION	Percent Curtailing or Eliminating One or More of the Listed Programs and Services
SECONDARY	
Urban	27%
Rural	48%
Suburban	54%
Mixed	33%
TOTAL	48%
COMMUNITY COLLEGE	
Urban	25%
Rural	50%
Suburban	57%
Mixed	50%
TOTAL	50%
ROP/C	
Urban	100%
Rural	27%
Suburban	60%
Mixed	60%
TOTAL	53%
ADULT	
Urban	36%
Rural	30%
Suburban	41%
TOTAL	37%
GRAND TOTAL	51%

TABLE 27

ELIMINATION OR CURTAILMENT OF SPECIAL OR SUPPORTIVE PROGRAMS AND SERVICES DUE TO PROPOSITION 13

Number Responding - Other Programs and Services

TYPE OF INSTITUTION	Program or Service	Number Responding	
		E	C
SECONDARY			
Urban	Special Programs for Minorities (Unspecified	2	
Rural	Reading Lab		1
	Library		1
	Health Services		1
	Attendance		1
	District Supported Work Study	1	
	Vocational Field Trips	1	
COMMUNITY COLLEGE			
Rural	Reentry Program	1	
	Outreach VII		1
	Contracts with Agencies Serving the Handicapped		1
ROP/C			
Urban	Transportation		2
Rural	Summer YMS Program	1	
	ESL	1	
	Adult Evening Programs Other Than Apprenticeship	1	
Suburban	Transportation	1	1
	Vocational Work Assessment for the Handicapped		1
Mixed	Adult Enrollment		1
ADULT			
Suburban	Media Center	1	
TOTALS		10	11

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Vocational Education Personnel Transactions Due to Proposition 13

Table 28 on page 70 displays the total number of personnel transactions reported by respondents to have occurred as a result of Proposition 13.[18] These transactions are then summarized in Table 29 on page 71.

In all, a total of 284 personnel changes took place among responding institutions because of Proposition 13, the largest percentage of which involved the elimination of instructional staff. Ten percent represented the elimination of full-time instructors, 16% represented the elimination of part-time instructors and 9% represented the elimination of both full- and part-time instructors, for a total of 35% of all transactions reported.

The second most frequent personnel change was the elimination of support staff (27%), and the third most frequent was the elimination of administrative staff (18%).[19] All other transactions represented less than 10% of the total.

Table 30 on page 72 depicts the percentage of respondents by level who reported each of the listed personnel transactions. Only among secondary districts did less than a majority eliminate full-time, part-time or both full- and part-time instructors; the overall rate of eliminating instructional staff was 44%. With respect to the elimination of support and administrative staff, the overall frequencies were lower (34% and 23% of respondents, respectively), but the highest single rate appeared: 64% of ROP/C's reported eliminating support staff.

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[18] The questionnaire requested that respondents report these transactions in terms of numbers of full- and part-time staff. Interpretations of this request varied greatly, however, with the result that minimal comparability existed among answers. Accordingly, these data were not totaled, since to do so would have been misleading.

[19] Since the questionnaire asked about transactions involving both full- and part-time staff, the elimination of staff was interpreted as the elimination of hours in some cases (particularly with respect to administrators) rather than as the actual termination of an individual or position. Accordingly, these figures reflect both terminations and reductions in time spent on a particular activity.

VOCATIONAL EDUCATION PERSONNEL TRANSACTIONS DUE TO PROPOSITION 13*

Number Reporting Each Transaction

TYPE OF INSTITUTION	Elimination of Administrative Staff	Elimination of Support Staff	Vocational Instructors Shifted to Academic Classes	Academic Instructors Shifted to Vocational Classes	Vocational Instructors Shifted to Non-Instructional Duties	Administrators Shifted to Vocational Classes	Elimination of Vocational Instructors		
							Full-Time Only	Part-Time Only	Full- & Part-Time
SECONDARY									
Urban	3	5	2			2	2	2	1
Rural	5	9	13	5	2	6	5	9	4
Suburban	7	11	4	2	1	1	3	4	5
Mixed			1				1		
TOTAL	15	25	20	7	3	9	11	15	10
COMMUNITY COLLEGE									
Urban	2	3							
Rural	3	6				1	5	3	3
Suburban	7	7			1	5	2	2	2
Mixed	1								1
TOTAL	13	15	-	-	1	6	7	5	6
ROP/C									
Urban	4	4			2	3	4	3	
Rural	4	8	N/A	N/A				3	2
Suburban	5	8			1		1	1	5
Mixed	2	3			2		1	2	
TOTAL	15	23	N/A	N/A	5	3	6	9	7
ADULT									
Urban	3	4	4			1	4	7	2
Rural		2						1	
Suburban	5	7						7	1
TOTAL	8	13	4	-	-	1	4	15	3
GRAND TOTAL	51	76	24	7	9	19	28	[illegible]	26

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* The survey instrument made distinctions between full- and part-time staff in all categories. "Elimination" in non-instructional categories thus means the elimination of hours in some cases.

TABLE 29

VOCATIONAL EDUCATION PERSONNEL TRANSACTIONS DUE TO PROPOSITION 13

Summary of Transactions

TRANSACTION	Number of Transactions	Percent of Total
Elimination of Administrative Staff	51	18%
Elimination of Support Staff	76	27%
Vocational Instructors Shifted to Academic Classes	24	8%
Academic Instructors Shifted to Vocational Classes	7	2%
Vocational Instructors Shifted to Non-Instructional Duties	9	3%
Administrators Shifted to Vocational Classes	19	7%
Elimination of Full-Time Instructors Only	28	10%
Elimination of Part-Time Instructors Only	44	16%
Elimination of Full-Time and Part-Time Instructors	26	9%
TOTALS	284	100%

TABLE 30

VOCATIONAL EDUCATION PERSONNEL TRANSACTIONS DUE TO PROPOSITION 13

Summary of Transaction Rates by Level

TRANSACTION	PERCENT REPORTING BY LEVEL				TOTAL
	Secondary	Community College	ROP/C	Adult	
Elimination of Administrative Staff	13%	38%	42%	20%	23%
Elimination of Support Staff	22%	44%	64%	32%	34%
Vocational Instructors Shifted to Academic Classes	17%	-	N/A	10%	13%*
Academic Instructors Shifted to Vocational Classes	6%	-	N/A	-	4%*
Vocational Instructors Shifted to Non-Instructional Duties	3%	3%	14%	-	4%
Administrators Shifted to Vocational Classes	8%	18%	8%	2%	8%
Elimination of Full-Time Instructors Only	10%	21%	17%	10%	12%
Elimination of Part-Time Instructors Only	13%	15%	25%	37%	20%
Elimination of Full- and Part-Time Instructors	9%	18%	19%	7%	12%
Elimination of Instructors - All Categories	32%	54%	61%	54%	44%

* Percent of respondents to whom this question is applicable.

Were Plans to Expand in Vocational Education Dropped as a Result of Proposition 13? Somewhat over a third of respondents reported that they had dropped local Board-approved plans to expand in one or more vocational program areas as a result of Proposition 13. Responses to this question are displayed by level and by geographical area in Table 31 on page 74.

Over two-thirds of the responding ROP/C's dropped expansion plans, while only 29% of responding secondary secondary districts did so. The rate among community college respondents was slightly over the average (38%); among adult program respondents it was somewhat under (32%).

Not all respondents who answered this question in the affirmative provided the requested descriptions of their plans, and a few respondents listed more than one plan. Accordingly, the plans which were dropped have been totaled as numbers rather than as percentages. A display of these data is presented in Table 32 on page 75.

Overall, respondents listed a total of 84 plans for expansion, additions or upgrading which had been dropped as a result of Proposition 13. The largest number of these plans (27%) involved the addition or expansion of instructional programs. In second rank was the purchase, replacement or upgrading of equipment (26%), followed by the construction or acquisition of buildings and facilities (21%). These figures (which are unduplicated with respect to a particular type of plan) represent 12%, 10% and 8% of respondents respectively.

The largest number of plans (38% of the total) were dropped by responding ROP/C's, while the smallest number were dropped by adult education programs (14%). The corresponding figures for secondary and community college districts were 31% and 17%, respectively.

TABLE 31

WERE PLANS TO EXPAND IN VOCATIONAL EDUCATION PROGRAMS DROPPED DUE TO PROPOSITION 13?

TYPE OF INSTITUTION	Percent Yes	Percent No	Percent No Response
SECONDARY			
Urban	36%	55%	9%
Rural	27%	68%	5%
Suburban	23%	77%	-
Mixed	100%	-	-
TOTAL	29%	68%	3%
COMMUNITY COLLEGE			
Urban	25%	75%	-
Rural	57%	43%	-
Suburban	21%	71%	7%
Mixed	50%	50%	-
TOTAL	38%	59%	3%
ROP/C			
Urban	83%	17%	
Rural	60%	40%	-
Suburban	80%	20%	-
Mixed	60%	40%	-
TOTAL	69%	31%	-
ADULT			
Urban	36%	57%	7%
Rural	30%	60%	10%
Suburban	29%	59%	12%
TOTAL	32%	58%	10%
GRAND TOTAL	37%	59%	4%

TABLE 32

PLANS TO EXPAND IN VOCATIONAL EDUCATION PROGRAMS WHICH WERE DROPPED AS A RESULT OF PROPOSITION 13

PLANS DROPPED	NUMBER REPORTING				
	Secondary	Community College	ROP/C	Adult	Total
PROGRAMS					26
New Programs	4	3	11	4	22
Expanded Programs		1		3	4
STAFF					13
New Instructors	5	1	3		9
New Administrators			1		1
New Support Staff	1		2		3
EQUIPMENT					22
New Equipment	5	1	3	2	11
Replacement Equipment	1		1		2
Upgraded Equipment			1		1
"Equipment"/"Capital Outlay"		3	5		8
BUILDINGS					18
New Building	5	2		2	9
New Facility	2	2	3	1	8
Improved Facility			1		1
MISCELLANEOUS					5
Become Part of "Eureka" Career Program	1				1
Home Counseling and Guidance for those with Credit Deficiencies	1				1
More Detailed Follow-up	1				1
Coordinated Infant Care and Vocational Training Center			1		1
Agreement with (private industry) for class utilization		1			1
TOTALS	26	14	32	12	84

Vocational Education Act Funds: 1978-79

Table 33 below shows the percentage of respondents who reported that they anticipated returning or releasing 1978-79 Vocational Education Act (VEA) funds due to the unavailability of local matching funds. Overall, less than a fifth (18%) indicated that they anticipated doing so; slightly less than a half (49%) reported that they did not.

TABLE 33

PERCENT OF RESPONDENTS WHO ANTICIPATE RETURNING/RELEASING 1978-79 VEA FUNDS DUE TO THE UNAVAILABILITY OF LOCAL MATCHING FUNDS

Type of Institution	Yes	No	N/A	No Response/Unknown**
SECONDARY	*26%*	*64%*	-	*10%*
Urban	55%	36%	-	9%
Rural	18%	71%	-	11%
Suburban	34%	60%	-	6%
Mixed	-	100%	-	-
COMMUNITY COLLEGE	*12%*	*82%*	-	*6%*
Urban	-	100%	-	-
Rural	14%	79%	-	7%
Suburban	14%	79%	-	7%
Mixed	-	100%	-	-
ADULT	-	*24%*	*71%*	*5%*
Urban	-	36%	64%	-
Rural	-	10%	80%	10%
Suburban	-	24%	6%	70%
TOTAL	*18%*	*49%*	*8%*	*15%*

---

* Not applicable to ROP/C's

* Includes such responses as "Maybe" and "Don't know, but chances are we will."

An even smaller percentage of respondents reported that they anticipated returning or releasing 1978-79 VEA funds "due to other constraints imposed by Proposition 13," as Table 34 below demonstrates. Only 6% anticipated doing so, while 65% did not.

TABLE 34

PERCENT OF RESPONDENTS WHO ANTICIPATE RETURNING/RELEASING 1978-79 VEA FUNDS DUE TO OTHER CONSTRAINTS IMPOSED BY PROPOSITION 13 *

Type of Institution	Yes	No	N/A	No Response/Unknown
SECONDARY	*99%*	*77%*		*14%*
Urban	18%	73%		9%
Rural	-	-		-
Suburban	-	-		-
Mixed	-	-		-
COMMUNITY COLLEGE	-	*79%*		*21%*
Urban	-	100%		-
Rural	-	71%		29%
Suburban	-	79%		21%
Mixed	-	100%		
ADULT	*2%*	*17%*		*81%***
Urban	-	29%		71%
Rural	-	-		100%
Suburban	6%	18%		76%
TOTAL	6%	65%	-	29%

---

*Not applicable to ROP/C's.

**This question was to be skipped by those who responded "N/A" to the previous question regarding VEA funds. Hence an "N/A" response was not possible in this instance; "no response" figures include those adult education programs which do not receive VEA money.

In general, community college districts were the least likely to anticipate returning VEA funds because of Proposition 13 and secondary districts were the most likely. "Yes" responses to both questions were most prevalent among urban secondary districts and were completely absent from community college districts' replies to the second query as well as from the adult programs' replies to the first. As with the question regarding 1977-78 VEA funds, by far the majority of adult programs respondents indicated that the question was not applicable.

Were Fees Adopted in Vocational Education Programs as a Result of Proposition 13?

Table 35 on page 79 portrays the percentage of respondents at each level and in each geographical area who reported that their institutions had adopted "any new fees... in any vocational education courses or programs because of the passage of Proposition 13." As the table indicates, approximately a quarter (27%) of responding institutions had already done so; several "no" respondents reported that the matter was "under consideration." Vocational education program fees were most frequently adopted by adult programs (56%) and least frequently adopted by secondary districts (16%). Community college districts ranked second in this regard (38%), and ROP/C's ranked third (19%).

The precise fees being charged were often not itemized by respondents; in most cases, only the courses were listed. At the secondary level, respondents reported the selling of "shop cards," students covering the cost of transportation, the purchase of some or in one instance "all" materials by students, and a flat charge of $5 per student in "foods classes." One of the two community colleges which listed fees indicated that they ran between $10 and $25 per course and the other reported flat fees of $12 for full-time students and $9 for part-time students. ROP/C respondents also mentioned "shop cards" and supply or materials fees of between $5 and $40 per course. In addition, charges of $1 per hour and $1.65 per hour were reported by two ROP/C's.

TABLE 35

WERE FEES ADOPTED IN VOCATIONAL EDUCATION PROGRAMS AS A RESULT OF PROPOSITION 13?

TYPE OF INSTITUTION	Percent Yes	Percent No	Percent No Response
SECONDARY			
Urban	9%	73%	18%
Rural	11%	86%	3%
Suburban	26%	68%	6%
Mixed	33%	67%	
TOTAL	16%	79%	5%
COMMUNITY COLLEGE			
Urban	-	100%	-
Rural	43%	57%	-
Suburban	50%	43%	7%
Mixed	-	100%	-
TOTAL	38%	59%	3%
ROP/C			
Urban	33%	67%	-
Rural	20%	80%	-
Suburban	10%	90%	-
Mixed	20%	80%	-
TOTAL	19%	81%	-
ADULT			
Urban	64%	29%	7%
Rural	20%	40%	40%
Suburban	71%	23%	6%
TOTAL	56%	29%	15%
GRAND TOTAL	27%	67%	6%

The highest fees - referred to variously as "tuition," "course fees," "supply fees," and "registration fees" - were reported by responding adult schools. All but two of the adult schools which listed fees indicated that they ranged from $10 to $50 per course and had generally been increased from $3 to $10 per course; the remaining two reported fees of $5 and $9. "Tuition" charges of $1.40 per student per hour and $2.00 per student per hour were also listed by two adult program respondents. (The latter charge was dropped at the end of September, 1978.)

Changes in Formal Programs or Projects to Reduce Sex Bias and Sex Stereotyping in Vocational Education

Only 23 respondents (10%) reported adding or eliminating a formal program or project to reduce sex bias and sex stereotyping in vocational education this year. Table 36 below displays these responses.

TABLE 36

CHANGES IN FORMAL PROGRAMS OR PROJECTS TO REDUCE SEX BIAS AND SEX STEREOTYPING IN VOCATIONAL EDUCATION

Type of Institution	Number Adding	Number Eliminating
SECONDARY - Rural	3	-
SECONDARY - Suburban	2	2
SECONDARY - Mixed	1	-
COMMUNITY COLLEGE - Urban	2	-
COMMUNITY COLLEGE - Rural	4	1
COMMUNITY COLLEGE - Suburban	1	-
ROP/C - Urban	1	1
ROP/C - Rural	1	1
ROP/C - Suburban	1	1
ADULT - Urban	-	1
TOTAL	16	7

Of those who eliminated such programs, 1 suburban secondary district, 1 rural community college, 1 urban ROP, 1 suburban ROP, and 1 urban adult program reported that this action had been taken due to Proposition 13. This represents 71% of the total programs eliminated but only 2% of respondents.

Finally, one secondary district reported that it had not added such a program because of Proposition 13, and one urban ROP indicated (with no further explanation) that its addition of such a program had been due to Proposition 13.

Summary

- Overall, 64% of respondents eliminated summer session as a result of Proposition 13.
- Only among responding community college districts did a minority (27%) eliminate summer session.
- At all other levels, "yes" responses ranged from two-thirds to three-quarters of the total, with adult programs being most likely to have eliminated summer session.

***

- Overall, a quarter of the responding institutions reported that they had eliminated selected vocational education programs as a result of Proposition 13.
- The elimination of total programs (as opposed to classes or sections within programs) was most frequent among ROP/C's (58%) and least frequent among community college districts (15%).

***

- Overall, 42% of the responding institutions reported that they had eliminated vocational education classes or sections as a result of Proposition 13.
- Among community college districts, the rate of eliminating sections was 71%; the lowest rate appeared among secondary districts (36%).

***

- In all, respondents curtailed 279 and eliminated 34 special or supportive programs or services as a result of Proposition 13.
- Almost half (42%) of these curtailments or eliminations occurred at the secondary level.
- The most frequent rate of cutting a particular program was reported by ROP/C's, 31% of which curtailed and 8% of which eliminated career information services.
- Least likely to have curtailed or eliminated such a program or service were secondary districts; the most frequently cut was vocational and career guidance, which 21% of these districts curtailed and 1% eliminated.

* Overall, career information services were most frequently cut (20% of respondent curtailed them and 4% eliminated them), followed by vocational and career guidan (23% and 1%), placement (17% and 1%), and work experience (12% and 1%).

***

* In all, a total of 284 personnel changes took place among responding institution because of Proposition 13.
* The largest percentage of these transactions (35%) involved the elimination of instructional staff.
* The second most frequent personnel change was the elimination of support staff, (34%), and the third most frequent was the elimination of administrative staff (23%).

***

* Somewhat over a third (37%) of respondents reported that they had dropped local Board-approved plans to expand in one or more vocational program areas as a result of Proposition 13.
* Over two-thirds of responding ROP/C's dropped expansion plans, while only 29% of responding secondary districts did so.
* Overall, respondents listed a total of 84 plans for expansion, additions or upgrading which had been dropped due to Proposition 13.
* The largest percentage of these plans (27%) involved the addition or expansion of instructional programs.
* In second rank was the purchase, replacement or upgrading of equipment (26%), followed by the construction or acquisition of buildings and facilities (21%).

***

* Overall, less than a fifth of respondents replied that they anticipated returnin or releasing 1978-79 VEA funds due to the unavailability of matching funds.
* Only 6% of respondents reported that they anticipated returning or releasing 1978-79 VEA funds due to other constraints imposed by Proposition 13.

- In general, community college districts were the least likely to anticipate returning or releasing VEA funds because of Proposition 13, while secondary districts were the most likely.

***

- Approximately one-quarter (27%) of responding institutions adopted new fees in vocational courses and programs because of Proposition 13.
- Fees in vocational education programs were most frequently adopted by adult programs (56%) and least frequently adopted by secondary districts (16%).
- The precise fees being charged were often not itemized by respondents. Among those who did report actual fees, charges ranged from $5 per student at the secondary level to $2 per student per hour "tuition" at the adult level.

***

- Only 23 respondents (10%) reported adding or eliminating a formal program or project in 1978-79 to reduce sex bias and sex stereotyping in vocational education.
- Of those who eliminated such programs (7 respondents), 71% reported that this action was due to Proposition 13.

PLANNING FOR THE FUTURE

As was noted in introducing the section entitled "PLANNING PROCESSES" (pp. 45 to 57) one of the primary concerns of this study was to investigate the manner in which responding institutions planned for reduced income levels. That section focused on the time planning began for 1978-79 and on the people and criteria involved in the planning process. In this section, respondents' approaches to planning for the 1979-80 fiscal year will be explored.

Do Respondents Expect a Further Reduction in Income for 1979-80?

As Table 37 on page 86 indicates, slightly over two-thirds of respondents (67%) anticipate a still further reduction in income for fiscal year 1979-80. Only 17% reported that they did not anticipate such a reduction, while another 11% responded with comments such as "Definitely undetermined," "Who knows?" or "This can only be answered by the Legislature."

Secondary district respondents most frequently reported that they expected a further income reduction (76%), while adult education program respondents were the least likely to anticipate such a reduction (46%). Over half (58%) of ROP/C respondents reported this expectation, and the community college district response (73%) approached the over three-quarters affirmative response at the secondary level.

TABLE 37

DO RESPONDENTS EXPECT A FURTHER REDUCTION IN INCOME FOR 1979-80?

TYPE OF INSTITUTION	Percent Yes	Percent No	Percent "Don't Know"*	Percent No Response
SECONDARY				
Urban	64%	18%	9%	9%
Rural	76%	14%	4%	6%
Suburban	80%	11%	6%	3%
Mixed	67%	-	-	33%
TOTAL	76%	13%	5%	6%
COMMUNITY COLLEGE				
Urban	75%	25%	-	-
Rural	79%	7%	14%	-
Suburban	71%	14%	-	14%
Mixed	50%	-	50%	-
TOTAL	73%	12%	9%	6%
ROP/C				
Urban	83%	17%	-	-
Rural	53%	33%	13%	-
Suburban	50%	20%	30%	-
Mixed	60%	20%	20%	-
TOTAL	58%	29%	14%	-
ADULT				
Urban	64%	21%	14%	-
Rural	20%	20%	40%	20%
Suburban	47%	29%	24%	-
TOTAL	46%	24%	24%	5%
GRAND TOTAL	67%	17%	11%	5%

* Includes responses such as, "Definitely undetermined," and "This can only be answered by the Legislature."

Are Respondents Planning For a Possible Further Reduction in Income for 1979-80 - Regardless of Whether They Expect One?

Table 38 on page 88 depicts the percentage of respondents who reported that they were planning for the possibility of a further reduction in income for 1979-80. Over two-thirds (70%) indicated that they were doing so.[20]

Contingency planning was most prevalent among responding community college districts (88%) and least prevalent among adult program respondents (49%). Over half (58%) of the ROP/C respondents reported doing so, and over three-quarters (76%) of secondary respondents made the same reply.

Month Planning Began for 1979-80

Table 40 on page 90 depicts the months during which respondents indicated planning for 1979-80 had begun by level and by geographical area. These data are summarized in Table 39 on page 89.

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[20] Respondents were requested to answer this question regardless of whether or not they actually anticipated a further income reduction for 1979-80. Accordingly, the 70% "yes" response includes a number of institutions which are planning despite the fact that they do not expect to have their income reduced further. Conversely, several respondents reported that they were expecting a further reduction but were not currently planning for it. Thus the approximately equal percentages of "yes" responses to the two questions regarding decreases in income next year do not necessarily represent the same individuals.

Secondly, it should noted that Table 38 includes responses which were received up to and including December 29, 1978. As the section on study methodology indicated, the original deadline was October 27, 1978; this was subsequently extended because it was impossible for many questionnaire recipients to meet. When responses received as of late October were tabulated, the percentage of those indicating that they were planning for a further income reduction stood at 65%; much of the increase to 70% can be accounted for by respondents who replied that they had begun planning in November and December. Had those who responded in October been able to update their answers in December, it is probable that the percentage of those planning would have been even higher.

TABLE 38

ARE RESPONDENTS PLANNING FOR A POSSIBLE FURTHER REDUCTION IN INCOME FOR 1979-80 - REGARDLESS OF WHETHER THEY EXPECT ONE?

TYPE OF INSTITUTION	Percent Yes	Percent No	Percent "Don't Know"*	Percent No Response
SECONDARY				
Urban	73%	27%	-	-
Rural	68%	23%	1%	8%
Suburban	89%	-	3%	9%
Mixed	100%	-	-	-
TOTAL	76%	16%	2%	7%
COMMUNITY COLLEGE				
Urban	100%	-	-	-
Rural	79%	21%	-	-
Suburban	93%	-	-	7%
Mixed	100%	-	-	-
TOTAL	88%	9%	-	3%
ROP/C				
Urban	50%	33%	17%	-
Rural	53%	47%	-	-
Suburban	70%	20%	-	10%
Mixed	60%	40%	-	-
TOTAL	58%	36%	3%	3%
ADULT				
Urban	50%	43%	7%	-
Rural	30%	50%	10%	10%
Suburban	59%	35%	-	7%
TOTAL	49%	41%	5%	5%
GRAND TOTAL	70%	23%	2%	5%

* Includes responses such as "Too early to tell," and "Incomplete information."

TABLE 39

MONTH PLANNING BEGAN FOR 1979-80

Summary

Time of Planning	Number of Respondents	Percent
January-June, 1978	34	15%
July-August*	31	14%
September-October	64	28%
November-December	16	7%
Future Dates**	6	3%
Other	8	3%
No Response***	67	30%
Totals	226	100%

* Includes two "Summer" responses.

** Includes months subsequent to the return of the questionnaire, e.g., "January, 1979."

***Includes 7 respondents who specified a month but replied that they were not planning or who replied that they were planning but listed the month as "not yet."

The largest group of respondents (28%) reported that their institutions had begun planning in September or October; the most frequent single month was September (20%). Other sizeable groups reported that they had started in June or earlier (15%) or during July and August (14%).[21] With seven exceptions

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[21] By far the majority of respondents who reported months of June or earlier mentioned the identical months when responding to the question regarding planning for 1978-79; two reported earlier months for 1979-80 planning than for 1978-79 planning. Whether this means that planning for both years began more or less concurrently or that the question regarding 1979-80 was misunderstood by some respondents is unclear.

TABLE 40

MONTH PLANNING BEGAN FOR 1979-80

Number of Respondents

YPE OF INSTITUTION	January -March 1978	April -June 1978	July	August	September	October	November	December	Future Dates*	Other	No Response**
ECONDARY											
Urban		1	2	2		2			1		3
Rural	2	11	2	3	15	6	3	1	1	1 Summer 1 Just talk right now	20
Suburban	2	3	3	3	9	2	2	1	4	2 Ongoing 1 March-July, 1978	3
Mixed					1		1				1
TOTALS	4	15	7	8	25	10	6	2	6	5	27
OMMUNITY COLLEGE											
Urban			2	1						1 Preliminary currently at administrative level	
Rural		2	3		2	1				1 Beginning to talk possibilities 1 Summer	4
Suburban	2	4		1	2	2	2				1
Mixed					1		1				
TOTALS	2	6	5	2	5	3	3	-	-	3	5
OP/C											
Urban		1			1		1				3
Rural		1		1		2	2			1 Just talk right now	8
Suburban			1	2	2	2					3
Mixed		2			1						2
TOTALS	-	4	1	3	4	4	3	-	-	1	16
DULT											
Urban		1			5	1					7
Rural				2	2			1			5
Suburban		2		1	4	1	1			1 Ongoing	7
TOTALS	-	3	-	3	11	2	1	1	-	1	19
RAND TOTALS	6	28	13	16	45	19	13	3	6	10	67

Includes months subsequent to the return of the questionnaire, e.g., "January, 1979."

*Includes 7 respondents who specified a month but replied that they were not planning or who replied that they were planning but listed the month as "not yet."

(see note *** above), the 30% "no response" figure represents those who reported that they had not begun to plan.

Changes in Planning Processes for Fiscal Year 1979-80

The final question under this heading asked whether responding institutions had made any changes in "the people, the criteria or the processes" involved in their planning. To assist them in replying, respondents were referred to the questions in the "PLANNING PROCESSES" section of the survey instrument which dealt with the people involved in planning, the criteria used in making curtailments and any comments regarding the process the institution employed. Finally, if their replies were affirmative, respondents were requested to provide a brief description of whatever changes had been made.

Precisely one-quarter of respondents indicated that one or more changes had been made in their planning, as Table 41 on page 92 indicates. Changes were most frequent among responding community college districts (32%) and least frequent among responding secondary districts (23%). Slightly less than a quarter (24%) of adult program respondents and somewhat more than a quarter (28%) of ROP/C respondents reported having made planning modifications.

Overall, 73% of those who reported changes in their institutions' planning processes described what those changes had been. By level, the corresponding figures were: 62% of secondary districts; 73% of community college districts; 40% of ROP/C's; and 100% of adult education programs.

Twenty-one percent of the modifications described by those respondents actually involved changes in personnel rather than in the people involved in planning. Included in this category were reports that a new superintendent had been hired, that certain positions had been eliminated or that administrators had been

TABLE 41

CHANGES IN PLANNING PROCESS FOR FISCAL YEAR 1979-80

TYPE OF INSTITUTION	DID PLANNING PROCESS CHANGE?		
	Percent Yes	Percent No	Percent Other*
SECONDARY			
Urban	27%	73%	-
Rural	12%	64%	24%
Suburban	40%	49%	11%
Mixed	33%	33%	33%
TOTAL	23%	59%	18%
COMMUNITY COLLEGE			
Urban	75%	25%	-
Rural	14%	71%	14%
Suburban	43%	43%	14%
Mixed	-	100%	-
TOTAL	32%	56%	12%
ROP/C			
Urban	67%	17%	17%
Rural	13%	67%	20%
Suburban	30%	50%	20%
Mixed	20%	60%	20%
TOTAL	28%	53%	19%
ADULT			
Urban	7%	50%	43%
Rural	30%	40%	30%
Suburban	35%	41%	24%
TOTAL	24%	44%	32%
GRAND TOTAL	25%	55%	20%

* Includes a variety of answers: no response; "don't know;" "?;" "uncertain at this time;" etc.

transferred to different areas of responsibility. Ten percent referred to the plans themselves rather than to the process (e.g., "We will probably continue not to offer an ag. program"), another 4% merely noted that the changes were "in process" or "still in the formative stages" and a final 14% made statements which were unclear with respect to the precise changes which had been made.

Most of the remaining modifications fell into two categories: broadening the base of input and participation; and focusing on the development of priorities. Statements which reflected an increase in participation or input were made by 33% of those who described the changes in their institutions' planning process. These included remarks such as "more input from staff," "involve teachers more" and "adding parents and community members to task force." The following detailed description of this approach was provided by an adult education program respondent:

> The superintendent has established a budget task force composed of students, parents, faculty, community organizations, management team members, classified employees, and trustees to review the district 1978-79 budget, and make recommendations for the 1979-80 district budget. Reason: To obtain more input on educational needs and priorities.

Comments which pointed to a new process designed to establish priorities were made by 8% of the respondents describing changes. These remarks were exemplified by the response from a community college district:

> The faculty and administration are studying programs as to their effectiveness in the community and will be reviewing same throughout the academic year. The process of establishing program priorities has become a top priority. The administration reports to the Board of Trustees on a periodic basis and takes direction from the Board as to what goals and objectives are to be considered in setting priorities for college programs.

Finally, 10% of these respondents reported changes of a "miscellaneous" nature. Because these remarks represent a range of approaches to planning for reduced income levels, they are reproduced in full below:

- Less consideration for instructional programs - more influence given budget managers - less to institutional managers. Board of Education concerned about balanced budget and maintaining classified staff. A political mode dominates decision-making. (Secondary district)

- We will be working increasingly with industry to start adult classes. Then, they are able to share. (ROP/C)

- Districts are in the driver's seat relative to the level of ADA commitment. (ROP/C)

- In the fee-supported classes I am trying to give the faculty considerable leeway in determining length of class and the length of session so in effect they have a voice in determining the fees. (Adult education program)

Comments Regarding Planning for 1979-80

Marginal comments regarding anticipated income for 1979-80 were made by 4% of respondents, and reasons for not planning at the present time were given by 13% of respondents (which represents 44% of the "no" respondents). All but one of the remarks concerning income for 1979-80 indicated that the respondent could not answer the question; "only the Legislature" could do so, it would "depend on Sacramento" or it would "depend on state financial support." The final comment was from a community college district which wrote, "We cannot anticipate further reductions. However, we are concerned with the possibility."

Almost half (49%) of the reasons given for not planning at this juncture indicated that respondents were looking toward Sacramento for "answers" or for "more information" before doing so. This represents 9% of the total respondent group. Explanations such as "The Chancellor's Office doesn't have information available," "We are awaiting legislative or administrative action" and "Can't plan until the level of finance is known" were made by respondents from all four types of institutions.

Another 14% explained the current absence of planning by indicating that they did not anticipate a further reduction in income or that they anticipated only small cutbacks. A smaller group (9%) noted that they found the prospect "too unpleasant to think about," that they were "already on an austere basis" or that "any further reduction will mean the elimination of this ROP." Mescellaneous explanations such as "Still trying to solve this year," "It is not for the adult principal to make these decisions" and "Preliminary budgets to be developed in January" comprised the remaining 28%.

Summary

* Slightly over two-thirds of respondents (67%) replied that they anticipated a still further reduction in income for fiscal year 1979-80; only 17% reported that they did not anticipate such a reduction.
* Secondary district respondents most frequently reported that they expected a further income reduction (76%), while adult education program respondents were the least likely to anticipate such a reduction (46%).

***

* Over two-thirds (70%) of respondents indicated that they were planning for the possibility of a further income reduction, regardless of whether or not they anticipated one.
* Contingency planning was most prevalent among responding community college districts (88%) and least prevalent among adult program respondents (49%).
* The largest group of respondents (28%) reported that their institutions had begun planning in September or October; the most frequent single month was September (20%).

***

* Precisely one-quarter of respondents indicated that one or more changes had been made in their planning processes.

- Changes in planning processes were most frequently reported by responding community college districts (32%) and least frequently reported by responding secondary districts (23%).
- Overall, 73% of those who reported changes in their institutions' planning processes described what those changes had been.
- The largest group of changes (33%) involved broadening the base of participation and input. The only other sizeable group which involved changes in processes rather than in personnel focused on the development of a method for establishing priorities.

***

- All but one of the marginal comments regarding planning and almost half (49%) of the reasons given by respondents for not planning at this juncture noted that responding institutions were looking toward Sacramento for "answers" or for "more information" before doing so.

RECOMMENDATION AREAS AND PROPOSED RECOMMENDATIONS

The next-to-last section of the questionnaire ("RESPONDENT INFORMATION" was the last) requested respondents to rank five potential recommendation areas and to indicate what specific recommendations they believed should be made. A space was then provided for respondents to make "any other comments, suggestions or recommendations you have concerning the impact of Proposition 13 on vocational education in California." The following sections discuss the responses to these three questions.

Ranking of Potential Recommendation Areas

Respondents were asked to rank the following five potential recommendation areas in order of their priority from highest priority (1) to lowest priority (5) and to assign a zero (0) to areas they believed were of no priority or importance:

Vocational Education Legislation
Title V Rules and Regulations
Administration of Vocational Education
Planning for Redirection in Vocational Education
Financing of Vocational Education

Table 42 on page 98 portrays the number of respondents who accorded each priority (1 through 5 and 0) to each of the five recommendation areas, with the most frequent ranks at each level itzlicized. These data can be summarized in the following ways:

1. Most frequent Rank for Each Recommendation Area.

   Overall, the following priorities were assigned most frequently to each of the five recommendation areas:

RESPONDENTS' RANKINGS OF RECOMMENDATION AREAS

Number of Respondents*

TYPE OF INSTITUTION	RECOMMENDATION AREAS AND RANKS																													
	Vocational Education Legislation						Title V Rules and Regulations						Administration of Vocational Education						Planning for Re-Direction in Vocational Education						Financing of Vocational Education					
	1	2	3	4	5	0	1	2	3	4	5	0	1	2	3	4	5	0	1	2	3	4	5	0	1	2	3	4	5	0
SECONDARY																														
Urban	0	3	4	2	1	-	0	2	1	2	5	-	0	2	2	5	1	-	0	4	2	1	3	-	10	-	-	-	-	-
Rural	3	26	11	10	10	4	3	8	13	14	18	8	1	11	23	19	5	5	7	14	11	8	15	9	52	5	6	1	-	0
Suburban	4	8	4	9	3	6	1	3	9	8	7	6	3	6	3	8	11	3	2	8	10	3	6	5	25	5	2	-	1	1
Mixed	-	3	-	-	-	-	-	-	-	1	1	1	-	-	2	-	2	-	-	-	-	-	-	-	3	-	-	-	-	-
TOTALS	7	40	19	21	14	10	4	13	23	25	31	15	4	19	30	32	18	8	9	26	24	13	24	15	90	10	8	1	1	1
COMMUNITY COLLEGE																														
Urban	1	2	1	-	-	-	-	1	-	3	-	-	-	-	1	1	2	-	-	-	2	-	2	-	3	1	-	-	-	-
Rural	1	4	8	0	1	-	-	2	3	5	3	1	3	3	1	4	3	-	2	2	2	3	5	-	11	2	-	1	-	-
Suburban	2	3	6	1	1	1	-	3	1	7	2	1	2	3	1	3	3	2	1	2	2	2	6	1	8	2	3	-	-	1
Mixed	-	-	1	1	-		1	-	-	-	1	-	-	-	1	1	-	-	1	-	-	-	1	-	1	1	-	-	-	-
TOTALS	4	9	16	2	2	1	1	6	4	15	6	2	5	6	4	9	8	2	4	4	6	5	14	1	23	6	3	1	-	1
ROP/C																														
Urban	1	2	2	-	1	-	2	1	-	2	-	1	-	2	2	1	-	1	-	1	2	-	3	-	5	-	-	1	-	-
Rural	4	4	4	2	1	-	2	-	3	3	6	1	1	3	2	4	4	1	2	1	3	6	3	-	9	4	2	-	-	-
Suburban	2	2	2	3	1	-	2	3	1	2	2	-	-	3	2	1	3	1	-	1	2	3	3	1	7	1	2	-	-	-
Mixed	-	1	4	-	-	-	-	1	1	2	1	-	2	-	-	1	1	1	-	2	-	1	1	1	3	1	-	-	1	-
TOTALS	7	9	12	5	3	-	6	5	5	9	9	2	3	8	6	7	8	4	2	5	7	10	10	2	24	6	4	1	1	-
ADULT																														
Urban	-	6	3	2	-	2	2	2	-	2	7	-	-	-	3	4	4	2	1	4	3	3	-	2	10	1	2	-	-	-
Rural	-	5	1	-	-	-	-	1	1	2	2	-	-	-	1	3	2	-	-	-	3	1	2	-	6	-	-	-	-	-
Suburban	3	4	4	2	-	3	-	1	3	4	3	5	2	1	1	1	6	5	2	6	3	3	-	2	9	1	3	-	1	2
TOTALS	3	15	8	4	-	5	2	4	4	8	12	5	2	1	5	8	12	7	3	10	9	7	2	4	25	2	5	-	1	2
GRAND TOTALS	21	73	55	32	19	16	13	28	36	57	58	24	14	34	45	56	46	21	18	45	46	35	50	22	162	24	20	3	3	4

* Non-respondents = 4 secondary districts and 6 adult education programs.

Recommendation Area	Most Frequent Rank
Vocational Education Legislation	2
Title V Rules and Regulations	5
Administration of Vocational Education	4
Planning for Redirection in Vocational Education	5
Financing of Vocational Education	1

2. Percentage of Respondents Assigning Highest Priority to Each Recommendation

Overall, the following percentages of respondents accorded each of the five recommendation areas highest priority (rank #1):

Recommendation Area	Percent Responding Highest Priority
Vocational Education Legislation	9%
Title V Rules and Regulations	6%
Administration of Vocational Education	6%
Planning for Redirection in Vocational Education	8%
Financing of Vocational Education	71%

3. Percent Assigning Highest or Second Highest Priority to Each Recommendation Area

Overall, the following percentages of respondents ranked each of the recommendation areas #1 and #2:

Recommendation Area	Percent Responding Rank 1 or Rank 2[21]
Vocational Education Legislation	42%
Title V Rules and Regulations	18%

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[22] These figures approach 200% because two ranks are involved. They do not add to precisely 200% because some respondents did not use rank #2.

Recommendation Area	Percent Responding Rank 1 or Rank 2
Administration of Vocational Education	21%
Planning for Redirection in Vocational Education	28%
Financing of Vocational Education	82%

4. Recommendation Areas Most Frequently Assigned Highest and Lowest Priority by Level

At all four levels, "Financing of Vocational Education" was ranked #1 by sizeable majorities of respondents.

The recommendation areas most frequently accorded lowest or no priority at each level were as follows:

Level	Lowest Priority Area
Secondary	Title V Rules and Regulations
--	
Community College	Planning for Redirection in Vocational Education
--	
ROP/C	Administration of Vocational Education Planning for Redirection in Vocational Education
--	
Adult	Administration of Vocational Education
--	
Overall	Title V Rules and Regulations

Under each of these approaches to analyzing the recommendation data, "Financing of Vocational Education" emerged as respondents' highest priority and "Vocational Education Legislation" was the second highest priority area. Findings with respect to low priority areas were less consistent. Low or no priorities varied with the method of analyzing the responses as well as by level. All three of the remaining recommendation areas achieved this designation from one perspective or another.

Proposed Recommendations

When respondents were asked to propose specific recommendations within the listed areas which they believed were priorities, 80% elected to do so. These 181 respondents made a total of 260 recommendations. Table 43 below shows the distribution of these respondents and recommendations by level.

TABLE 43

NUMBER AND DISTRIBUTION OF RECOMMENDATIONS PROPOSED BY RESPONDENTS

TYPE OF INSTITUTION	Number of Recommendations	Percent of Total	Number of Respondents	Percent of Total
Secondary	140	54%	99	86%
Community College	40	15%	25	74%
ROP/C	54	21%	35	97%
Adult	26	10%	22	54%
TOTAL	260	100%	181	80%

Recommendations were most frequently proposed by ROP/C's (97%) and least frequently suggested by adult education programs (54%). The majority of all recommendations were proposed by responding secondary districts. Specific recommendations which were suggested are examined by type of institution in the sections which follow.

SECONDARY DISTRICTS

Financing of Vocational Education

Recommendations concerning the financing of vocational education comprised almost half (45%) of all recommendations proposed by secondary respondents. These 63 recommendations fell into the following sub-categories:

- General recommendations concerning vocational education finance constituted 35%[23] of the funding recommendations. These included statements such as "keep the funds flowing" and "give the surplus to education," recommendations for "complete" or "predictable" financing, as well as the following sub-categories:
  - Recommendations that the State make a "financial commitment" to vocational education as a "high priority" made up 32% of the total.
  - Recommendations that funding for vocational education be "increased" made up another 27% of the total.
  - Recommendations that vocational education receive more funds per ADA because of its high cost or that it be funded at cost rather than by ADA made up a final 23% of the total. These were typified by the following statements:

    > Vocational education programs are costly and more funds are needed to operate them if they are to be updated.
    >
    > Recognize that vocational education is more expensive than the academic course and accept the philosophy that vocational education is worth the added expense and then fund it.

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[23] Percentages are by category - i.e., this figure reflects the proportion of all recommendations proposed with respect to vocational education finance.

- Recommendations concerning allocation formulas for vocational education funds comprised 27% of all funding recommendations. "Inequities" in the allocations among urban and rural districts or among large and small districts constituted over half (59%) of this total. These recommendations were typified by the following statements:

  * Refine the formula allocating monies. Rural areas are being reduced to the benefit of urban areas.
  * Better allocation of funds for small districts.

  Another third proposed more general alternative means of allocating vocational education funds, such as the following:

  * Give financial support to schools on the basis of population to be served - census - not on the basis of ADA.

- Recommendations concerning the timing of allocations made up 13% of the total. All but two of these statements suggested dates between March and May of "the year before the program starts" as the minimum lead time necessary for planning; one proposed that districts be notified a year in advance and one recommended "two-year forward funding."

- Less than 10% of all recommendations fell into the following categories:

  * elimination or revision of the matching requirements for VEA funds, particularly for the handicapped and disadvantaged (8%);
  * categorical funding for vocational education (5%);
  * funds for maintaining as well as starting or improving vocational education programs (3%);
  * State funds for vocational student organizations (3%).

- Miscellaneous recommendations made up the final 6% of financing proposals. These include statements such as, "Implement Serrano in all aspects of funding" and "A system for financing education with business, industry and labor contributing their fair share."

Paperwork

Although the questionnaire did not address the issue of reports, applications and other paperwork in vocational education, 19% of the recommendations made by secondary respondents were similar to these remarks:

* Simplify reporting process for vocational education funds. It is not cost effective when you spend three times more than you receive to administer the vocational education allocation.

* Reduce the voluminous paper work that vocational education bureaucrats create and require. Those people must be in the printing business.

* For small districts the expense of supervising and maintaining the paperwork for VEA classes is in no way commensurate with the income derived. From the point of view of cost effectiveness the income is very poor.

Rules, Regulations and Local Control

Eleven percent of the recommendations proposed by secondary respondents concerned rules, regulations or local control. These recommendations fell into the following categories:

- Recommendations that restrictions on the spending of VEA funds be eliminated or relaxed represented 60% of the total. The following statements were typical:

  * We have too many rules now. We need more money and more autonomy. We could have a better program that way.

- * Vocational legislation or vocational regulations need to be changed to let the local district have greater freedom to put the funds where they will benefit the students most.

- Recommendations that the "excessive emphasis on the handicapped, disadvantaged and LES/NES" be eliminated made up 13% of the total.[24]
- Recommendations that "fewer rule changes" be made constituted 13% of the total.
- The remaining 14% of these recommendations were of a miscellaneous nature, including statements such as "no State qualitative reviews" and, "National priorities are fine, but what about local priorities!"

Administration of Vocational Education

Recommendations concerning the administration of vocational education constituted 6% of secondary respondents' suggestions. The only sizeable sub-category (13%) made statements that "new State leadership" was needed or that "The State administration needs to be overhauled." The remainder made a variety of recommendations, including returning State staff for youth groups, reinstating the vocational agriculture supervisor and using county offices to "coordinate and articulate" vocational education.

The Role of Vocational Education

Four percent of secondary respondents' recommendations concerned the role of vocational education. All of these recommendations were similar to the following:

- * Include vocational education with Job Related Skills as part of the Basic Education for all High School students.

- * Vocational education should have a high priority in the field of financing at the State level and certain courses should be part of the requirement to graduate.

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[24] Emphasis has been added to quotes in order to point out the common elements among each sub-category's recommendations.

Miscellaneous

Recommendations on a variety of miscellaneous topics comprised the remainder of secondary districts' suggestions. These covered subjects ranging from, "Improve and expand the total vocactional delivery system" to, "The promotion and continued support of industrial arts programs."

COMMUNITY COLLEGE DISTRICTS

Financing of Vocational Education

Recommendations concerning the financing of vocational education represented 30% of the 40 recommendations proposed by community college districts. These recommendations fell into the following categories:

- "More" or "adequate" funding made up 25% of the financing recommendations.
- "ADA should be restructured to allow for higher costs of Voc Ed" made up 17%.
- Statements such as, "More funds should go to Community Colleges where the monies most directly benefit students" constituted 17%.
- Funding to "maintain" as well as to start or improve vocational education programs made up 17%.

The remainder of the financing recommendations were of a miscellaneous nature, such as, "State and Federal funds for vocational education facilities."

Rules, Regulations and Local Control

Eighteen percent of the recommendations made by community college districts referred to rules, regulations or local control. These suggestions fell into the following categories:

- "Less emphasis on 'social' legislation" in interpreting VEA represented 29% of the total.

- "More" or "retain" local control made up 29% of the total.
- "Eliminate" or "reduce" "categorical funding" under VEA comprised 29% of the total.
- "When rules, regulations and guidelines are being developed those that have to deliver ... should be involved in designing them" represented the final 13% of the total.

Administration of Vocational Education

Ten percent of community college districts' recommendations concerned the administration of vocational education. Three-quarters of these proposed that the Chancellor's Office develop a "strong support staff" or that it "reinstitute the Assistant Chancellor for Vocational Education." The remainder concurred with "strong leadership at the State level," but appended "...without a separate Board."

Paperwork

Eight percent of the community college district recommendations proposed that the State, "Make, or work on making, the forms we must complete more meaningful and simpler."

Miscellaneous

The remainder of the recommendations suggested by community college districts covered a wide range of topics and did not fall into any definite groups. These ranged from, "Reduce the number of meetings our Deans are asked to attend" to, "... need to emphasize needs assessments, planning, research and evaluation."

ROP/C's

Financing of Vocational Education

Almost half (46%) of the recommendations suggested by ROP/C respondents concerned the financing of vocational education. These fell into the following categories:

- Recommendations that funding for ROP/C's be "stable" or "adequate" made up 17% of the total.
- Recommendations that ROP/C's be funded directly rather than through secondary districts comprised 17% of the total.
- Recommendations such as, "Do some consolidation of occupational training under the auspices of ROP's which is more cost-effective" constituted 17% of the total.
- Recommendations that all ROP/C students (secondary and adult) receive the same ADA made up 17% of the total.
- Recommendations that ROP/C's be funded categorically constituted 13% of the total.
- Recommendations tht the capital outlay tax be re-instituted so that ROP/C's could update their equipment comprised 13% of the total.

Rules, Regulations and Local Control

Seventeen percent of the recommendations made by ROP/C's focused on rules, regulations and local control. Flexibility, the removal of red tape and a lifting of restrictions "only placed on ROP/C's" constituted the majority (57%) of these recommendations. The other 43% concerned the incompatibility of Title V with the current situation, such as "Correct discrepancies - i.e., Title V vs. Proposition 13."

Role of Vocational Education

The role of vocational education was the basis for 11% of the recommendations made by responding ROP/C's. The following comments were typical:

- It is a basic skill - developing a saleable skill and not an elective or "frill."
- Finally come to realize the place of vocational education within the educational structure of this state.

Paperwork

Seven percent of ROP/C respondents' recommendations referred to the paperwork involved in vocational education. Typical was this response:

> We must have ...an elimination of all non-essential (nice to know) reporting.

Miscellaneous

The remaining 19% of responding ROP/Cs' proposed recommendations were of a miscellaneous nature and ranged from a "separate board for vocational education" to "let us know our status for 1979-80 as soon as possible."

ADULT EDUCATION PROGRAMS

Financing of Vocational Education

By far the majority (81%) of the recommendations suggested by adult program respondents concerned the financing of vocational education. Almost half of these (48%) were for adult program funding which was "categorical," "separate" or "non-competetive with K-12 education." The remainder fell into the following categories:

- General recommendations for "firmer," "adequate," "increased" or "permanent" funding constituted 24% of the total.
- Twenty-eight percent of the total consisted of miscellaneous funding recommendations of which no two were similar. Examples of these were "same ADA for all adults" and "fund ... based upon current demands and not limited to percentage of a previous year's attendance."

Miscellaneous

The remaining 19% of adult program respondents' proposed recommendations were also miscellaneous in nature. These ranged from, "All outside activities should be under control of the Adult Education program - for example football, baseball, etc.," to, "An articulated curriculum K-Adult should be implemented with outstanding Vocational Programs being identified in regions throughout the State."

Comments Regarding Proposition 13 and Vocational Education

A review of replies to the open-ended question which offered respondents an opportunity "to make any comments, suggestions or recommendations" they might have concerning the impact of Proposition 13 on vocational education in California revealed little in the form of *new* information. What resulted in the majority of instances was a summary in narrative form of the data reported in the more structured sections of the questionnaire. Accordingly, these remarks have not been re-summarized here. Comments which suggested "instances" or "indicators" bearing further investigation, however, have been included in Section IV of this report beginning on page 118.

Summary

- "Financing of Vocational Education" was most frequently ranked #1 by respondents, while "Title V Rules and Regulations" and "Planning for Redirection in Vocational Education" shared equal numbers of #5 rankings.
- "Financing of Vocational Education" was ranked #1 by 71% of those responding and #1 or #2 by 82% of respondents.
- The lowest rate of #1 and #2 ranks was accorded to "Title V Rules and Regulations."

- "Financing of Vocational Education" was most frequently ranked #1 at all four levels. The #5 rank varied from level to level and encompassed all but one of the remaining recommendation areas.

***

- Specific recommendations proposed by respondents totalled 260 and were suggested by 181 (80%) institutions.
- Recommendations were most frequently proposed by ROP/C's (97%) and least frequently suggested by adult education programs (54%).
- At all levels, recommendations concerning the financing of vocational education were proposed most frequently.
- Other sizeable categories included "Paperwork" (although this had not been inquired about), "Rules, Regulations and Local Control," "Administration of Vocational Education" and "The Role of Vocational Education."

OVERVIEW OF OTHER TYPES OF RESPONSES

Secondary

In all, a total of 15 other types of responses were received from districts maintaining secondary schools. Among these were seven uncompleted questionnaires and eight letters. Those letters which contained substantive remarks or which requested that the California Advisory Council on Vocational Education be advised of the respondent's comments can be found in Appendix D.

Five of the seven respondents returning uncompleted questionnaires indicated that they did not have the time to complete them; the sixth stated that Proposition 13 had had no effect on secondary vocational programs; and the seventh made no comment. Of the five who had no time, three indicated that Proposition 13 was the reason, making comments such as, "District lost close to 30% funding. Staff has been severely cut and does not have time to complete survey. Sorry." Another respondent stated, "Prop 13 has not affected our vocational education but paper work and the amount of funds allocated may ... I am so swamped with paper work because of vocational education, I am not in the mood to volunteer more."

Three of the letters merely indicated that respondents did not have the time to complete the questionnaire. Of these, two cited Proposition 13 as the reason. Two of the remaining five letters either stated or implied that Proposition 13 had had little or no effect on vocational education in that particular district. One added, however, that a 50% reduction in "last year's allocation" had caused program reductions.

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The sixth respondent wrote, "I do wish to express a concern to you and to the Advisory Council that only districts large enough to have their own computer and/or research department could complete this kind of survey without spending more time than most of us have to offer... it is becoming increasingly difficult for ... smaller districts to participate in vocational programs as now being administered by the State."[1]

The seventh respondent noted that the high school had "just opened" and that it was therefore "... difficult to determine the exact effect of Proposition 13 on this school. However," the letter continued, "the financial picture in terms of Vocational Funds turned bleak during the planning stages."

The final letter cited eight negative impacts of Proposition 13, including program curtailments, supply and capital outlay budget cuts, "extremely low" teacher morale and the absence of the "maturing influence" provided by adults who were lost due to the differential ADA at the secondary and adult levels. This respondent added a concern with respect to the distribution of VEA funds and concluded with two recommendations for alleviating districts' fiscal problems.

Community College

Non-questionnaire responses from community colleges totalled five, including one uncompleted survey instrument and four letters. The cover sheet of the questionnaire had a note which read, "Because of Proposition 13 wouldn't have time to answer this survey. Sorry." Among the letters were two which cited

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[1] In point of fact, over 80% of the secondary districts which responded to the survey reported enrollments of under 10,000, the figure which this respondent cited in the letter.

Proposition 13 as the reason for their inability to respond, describing staff cuts which had occurred subsequent to the initiative's passage. The remaining two letters made more detailed comments.

One district wrote, "Proposition 13 has resulted in a serious cutting of (district's name) management staff to the point we feel it difficult to respond to lengthy questionnaires such as the "Proposition 13 Impact Study." A "general picture" was then presented, including a 12% budget reduction, "severe" cuts in supply and equipment budgets, a reduction in classified staff due to attrition and the retention of programs, classes, summer session and certificated staff. The letter concluded that, "If the district suffers futher budget reductions next year, some programs and services will have to be cut with reduction of staff. We anxiously await legislative action which will give us an indication of future financing."

The final letter noted, "Regretfully, I am not able to respond to those areas which I view to be most critical to vocational education until sometime later in the 1978-79 academic year... It is our opinion that the real impact will not be felt until 1979-80 when local reserves have been used up in supporting programs during the 1978-79 academic year." The letter went on to cite "drastic cuts" in capital outlay, periodicals, books, support services, travel, conference and out-of-district travel "in an attempt to maintain educational programs." In conclusion, the writer stated, "It seems reasonably clear that if state support is not increased, or a new support system adopted, the next round of cuts will include certificated personnel and programs."

ROP/C

Three ROP/C's responded to the survey in a manner other than by returning completed questionnaires. Two of these sent the blank form back saying that the ROP/C had been eliminated, of which one noted that Proposition 13 was partially responsible and the other stated that the initiative had not been a factor. The third ROP/C forwarded a letter from the Director to the District Superintendent which stated that completing the Council's questionnaire would require the writing of a new computer program and was therefore not possible "at this time." The letter added that District vocational education programs had been reduced from 10 to 15 percent and that the ROP had increased 30% "while suffering a loss of capital outlay, the majority of our supplies, and virtually all custodial services." In conclusion, the Director wrote, "While this information is difficult to quantify at this time, it is certainly evident."

Adult

Three letters, a note on the follow-up letter and one fact sheet were submitted by adult education programs in lieu of completed questionnaires. One of the letters indicated that the program could "no longer give high priority" to survey requests "with the limited resources now available," and a second cited "severely" reduced programs and staff due to Proposition 13 as the reason for its inability to complete forms "except for those which are mandated for ... reimbursement."

The letter noted a "considerable effect" on adult education due to Proposition 13, adding that although the 90% mandate resulted in them "running all programs we were offering last year in vocational education," non-mandated programs had been converted to fee support. This conversion resulted in a 40% enrollment loss and the closing of "approximately 25 classes." In vocational education, "The primary problem is that we have no funds for expansion or initiating new programs." The writer concluded with the belief that, "I think you will find most districts probably were effected essentially the same way as our program." The note which was written on the follow-up letter merely stated, "We do not have a vocational program." The fact sheet reported:

> The results of the cutbacks were devasting to the program and to the staff... Although we registered 1700 students, we lost nearly 2000...
>
> Members of the staff suffered too. Twenty-seven teachers lost their jobs, as well as our vice-principal, two evening teachers-in-charge, a night secretary and a full-time custodian and two aides. Twenty-two of the teachers still working lost one or more sections. The calendar was reduced from an all-year program to 163 days a year. In October we re-hired the secretary and obtained a part-time custodian paid for from student fees.

For reference, the entire fact sheet is included in Appendix D.

Summary

* A total of 28 other types of responses to the survey were returned in lieu of completed questionnaires. These included 16 letters, ten blank survey forms, one brief note and a fact sheet.
* Other types of responses were received from 15 secondary districts, five community college districts, three ROP/C's and five adult education programs.
* Almost half of those who responded other than by completing the questionnaire reported that they did so because they lacked the time to fill out the form.
* By far the majority of those who cited a lack of time as their reason for not responding by questionnaire attributed this to Proposition 13.

* Other reasons for not completing the form included the inaccessability of data, the belief that impacts could not be quantified at this time, the impression that Proposition 13's most significant effects were yet to be felt, the fact that Proposition 13 had not had an impact on the particular institution and the lack of a vocational education program.

IV. SITE VISITS AND TELEPHONE CALLS:

INDICATORS AND INSTANCES

INTRODUCTION

Site visits or telephone calls were made to a total of 39 deliverers of vocational education throughout the State of California during the course of this study. The geographical distribution of these institutions is portrayed on the map on page 119 and lists of the entities involved are included in Appendices B and C.

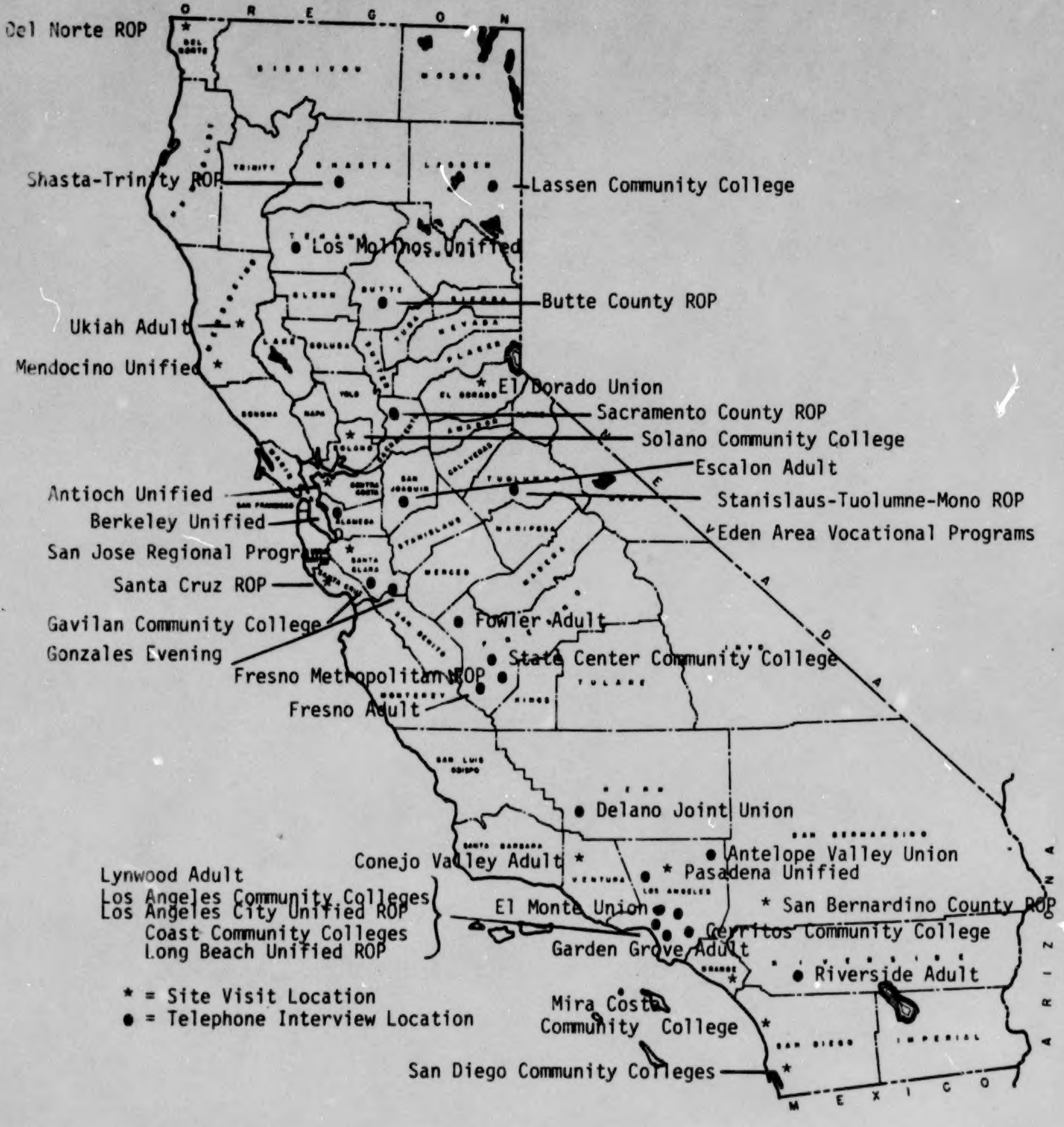
Site visits were conducted for three purposes:

- *to validate the questionnaire portion of the study by determining the compatibility of selected "hard data" sources and by exploring any differences between the experiences of respondents and non-respondents;
- *to develop a more in-depth understanding of the changes which had resulted from Proposition 13;
- *to ascertain how various groups perceived the effects of Proposition 13 and the degree to which there was intra-institutional agreement regarding these impacts.

The purpose of the telephone calls was twofold:

- *to validate portions of the survey instrument by determining the compatibility of data sources for selected "hard data" questions;
- *to develop a more in-depth understanding of the changes which resulted from Proposition 13.

DISTRIBUTION OF SITE VISIT AND TELEPHONE INTERVIEW LOCATIONS


OREGON
Del Norte ROP
Shasta-Trinity ROP
Lassen Community College
Los Molinos Unified
Butte County ROP
Ukiah Adult
Mendocino Unified
El Dorado Union
Sacramento County ROP
Solano Community College
Escalon Adult
Antioch Unified
Stanislaus-Tuolumne-Mono ROP
Berkeley Unified
Eden Area Vocational Programs
San Jose Regional Programs
Santa Cruz ROP
Gavilan Community College
Fowler Adult
Gonzales Evening
State Center Community College
Fresno Metropolitan ROP
Fresno Adult
NEVADA
Delano Joint Union
Antelope Valley Union
Conejo Valley Adult
Pasadena Unified
Lynwood Adult
Los Angeles Community Colleges
Los Angeles City Unified ROP
Coast Community Colleges
Long Beach Unified ROP
El Monte Union
San Bernardino County ROP
Cerritos Community College
Garden Grove Adult
Riverside Adult
ARIZONA
* = Site Visit Location
● = Telephone Interview Location
Mira Costa Community College
San Diego Community Colleges
MEXICO

During each site visit, an attempt was made to interview the President of the local Board of Education or his/her designee, the District Superintendent, the Dean, Director or Coordinator of vocational education, a group of vocational education teachers and a group of vocational education students.[1] Questions designed to validate the survey instrument were asked only of the person directly responsible for the site's vocational education programs; questions regarding Proposition 13 impacts and perceptions of the initiative's effects were asked at all five levels. The questions directed to each respondent group are reproduced in Appendix B.

During the telephone interviews, which were conducted with the person directly responsible for the site's vocational education programs, non-respondents were asked about their reasons for not returning the survey instrument, about the impact of Proposition 13 on their institution's vocational education programs and about the areas in which they believed the Council should consider making legislative recommendations. Survey respondents were asked a series of questions regarding the sources they had used in developing selected "hard data" they had reported on the form and were queried about the comprehensiveness of the questionnaire (i.e., whether there were questions which should have been asked but were not). The questions directed to both respondents and non-respondents are reproduced in Appendix C.

In all, these field contacts involved conversations with a total of 6 Board members, 52 administrators, 57 teachers and 45 students. The Board members included 5 Presidents and 1 Vice President, and the administrators included 1 community college district Chancellor, 9 Superintendents, 1 Assistant Superintendent, 1 Dean of Instruction, 18 Deans or Directors of vocational education, 11 ROP/C Directors, 1 high school principal, 9 adult school principals, and 1 adult school vice principal. The occupational areas of the teachers and students who were interviewed are summarized in Table 44 on page 122.

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[1] For the most part, all of these individuals and groups were interviewed during the visits. In some instances, however, scheduling problems prevented one or more meetings.

The majority of both teachers and students were involved in Trade and Industrial or Technical Occupations; no students were in either Distributive Occupations or Consumer and Homemaking Education. Other sizeable groups consisted of those in Agricultural Education and Business Education. In addition, 24 percent of the teachers interviewed were involved with vocational student organizations: 17% with VICA; 5% with FFA and 2% with DECA. Eleven percent of the students who took part belonged to FFA.

Since the total number of site visits and telephone calls was selected on the basis of time available rather than via any statistical process, no attempt has been made in analyzing the resulting data to tabulate or calculate any numerical "findings." Rather, these responses have been treated as "indicators" or "instances" which merit further investigation or consideration and are thus presented in narrative style in the sections which follow.

INDICATORS AND INSTANCES

A. Comparability of Data Sources - Selected "Hard Data" Items

Respondents' sources for total budget data were generally similar or identical. With respect to vocational education budgets, however, data sources varied widely. Some respondents had no mechanism for accounting for other than VEA funds and reported only those, while others used sophisticated systems

TABLE 44

OCCUPATIONAL AREAS OF TEACHERS AND STUDENTS INTERVIEWED DURING PROPOSITION 13 IMPACT STUDY

OCCUPATIONAL AREA	Number of Teachers*	Percent of Total	Number of Students**	% of Total
Agricultural Education	6	11%	6	14%
Business Education	10	17%	5	12%
Distributive Occupations	1	2%	-	-
Consumer and Homemaking Education	3	5%	-	
Trade & Industrial Occupations/ Technical Occupations	33	58%	27	64%
Health Occupations	4	7%	4	10%
TOTALS	57	100%	42	100%

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* Unspecified = 1
**Unspecified = 3

for reporting local, State and Federal contributions. Accordingly, inter-institutional comparisons of budget data - and particularly of vocational education budget data - should be approached with caution.

When reported, total enrollment data were derived from the same or similar sources in virtually all instances, although many responses were labelled as estimates. Vocational education enrollments, on the other hand, were not only frequently estimated, but also derived from a wide variety of sources. Thus, inter-institutional comparisons of enrollment data should also be viewed with caution.

Typically, data concerning programs eliminated, sections eliminated and personnel transactions were reported on the basis of "personal knowledge" of the institution. Larger institutions in which personal knowledge might not suffice frequently did not respond to these questions, responded with estimates or replied with remarks such as "25% change in all areas." However, several larger institutions reported checking "with the appropriate people" (e.g., department heads) or referring to a number of publications (e.g., Board minutes, class schedules, personnel rosters) in order to ensure the accuracy of their answers. In all probability, therefore, the numerical data which were actually reported are for the most part comparable. Because of the variety of sources used, however, some caution should be exercised in analyzing these responses.

Definitions utilized in reporting "full-time" and "part-time" personnel transactions were similar both for teachers and for administrators. However, what constituted full- or part-time status among support staff (e.g., aides, counselors, clerical staff) varied greatly among respondents. For this reason, and because the request to enumerate personnel transactions in this manner evoked a variety of interpretations, the responses to the question regarding changes in personnel were tabulated only insofar as the total number of transactions was concerned.

B. Comparison of Experiences of Respondents and Non-Respondents

The attempt to obtain non-respondents' answers to the survey instrument turned out to be a futile one, and it is therefore possible only to speculate as to the nature of any differences between their post-Proposition 13 experiences and those of respondents. Answers from non-respondents were unobtainable for three reasons: in all but two instances, non-respondents who were to be visited promptly returned the questionnaire once the arrangements had been made; the two site visit non-respondents maintained that they simply did not have the information available; and the survey instrument was too complex and lengthy to be completed over the telephone.

As can be seen from the questionnaire survey findings, the impact of Proposition 13 varied greatly among institutions. Some respondents pointed to "devastating" effects, while others noted "no change" or "little impact." Non-respondents who were contacted by telephone and the two non-respondents who were visited on site reported a similar range of outcomes. Major negative effects and "business as usual" were both represented among the institutions which did not respond. Thus it does not appear that non-respondents in general were dissimilar from respondents in having experienced either effects which were so devastating as to prevent them from replying or effects which were so minimal as to leave them little interest in replying. Whether this is true for non-respondents as a whole, however, cannot be stated with any certainty, nor can particular types of outcomes be compared among the two groups. Accordingly, all of the survey findings have been reported as they pertain to the responding group alone rather than as conclusions about the population as a whole.

C. Changes Which Resulted From Proposition 13: Indicators From the Field

The statements which follow represent a variety of changes and other situations which resulted from Proposition 13 in various districts throughout the State. They derive from three sources: site visits; telephone interviews; and "additional" comments on returned questionnaires. None of them represent universal experiences, nor does any occurrence have a percentage attached to it, although each one represents more than one instance unless otherwise noted. Rather, they are presented in the subsections which follow in order both to provide a better sense of the range of Proposition 13's impacts and to suggest areas which merit further investigation.

General Indicators

* Proposition 13 was but one of many factors which contributed to changes in California's vocational education programs. Others included declining or increasing enrollments, institutional or community support for vocational education and the "back to basics" trend with its accompanying stiffening of graduation requirements at the secondary level.

* In some cases, Proposition 13 combined with other factors to aggravate already unpleasant situations. An example of this is a secondary district which was

planning to go to double sessions due to overcrowding. The original proposal was to bus students by grade level - i.e., grades 9 and 10 in the morning and grades 11 and 12 in the afternoon. In order to save money after Proposition 13 passed (approximately 60% of its total dollar loss), the district decided to bus geographically instead, because the area was large (over 1,300 square miles). This resulted in the elimination of advanced vocational education classes, because insufficient numbers of juniors and seniors were present during either session. This in turn prevented senior vocational agriculture students (one of whom was a regional FFA officer) from joining FFA unless they took independent study; they had already taken the introductory courses yet had to be enrolled in a vocational agriculture class in order to belong to the organization. As a result, membership in the local FFA chapter dropped 50% among advanced students.

- A few respondents indicated that Proposition 13 had been a positive force, because it forced them to take a more critical look at what their institutions were offering and why. Even these respondents, however, tended to be of the opinion that further decreases in income would be detrimental.

- Some outcomes attributed to Proposition 13 were perceived by those involved to have been caused by other factors. The outcomes most frequently mentioned in this context were personnel transactions. Considerable sentiment was expressed in some districts that changes were blamed on Proposition 13 which institutions had hoped to make regardless.

- A frequently mentioned concern was that a "leadership vacuum" is developing in vocational education. This concern derives both from the loss of vocational education administrators at the local level due to Proposition 13 and from the elimination of State staff in the Department of Education and the Chancellor's Office of the Community Colleges.

Indicators at a Particular Level

- The variability in ROP experiences was caused in part by the manner in which adult enrollments were "negotiated." In a few areas, adults are being served as previously; in others, adults are being discouraged or programs primarily enrolling adults have been dropped; in still others, adult fees have been added. Some of these fees have hindered adult enrollment.

- The addition of fees in adult programs caused a substantial enrollment decline in several adult schools. In some cases, fees were added to "protected" programs as well as to avocational classes.

- The fate of adult education programs and ROP/C's varied depending upon the degree to which districts wished to retain funds for the K-12 program. There was widespread opinion that as funds became scarcer, fewer and fewer dollars would be diverted away from the "regular" K-12 program to adult education and ROP.

- The impact of Proposition 13 on adult programs varied on the basis of districts' interpretations of the phrase "short term vocational education programs with high employment potential." In some cases, no adult vocational education programs were designated as such.

- Pessimism and uncertainty about next year's income level led several ROP/C's and adult education respondents to state that their programs will go out of business entirely next year. Respondents often translated this into increased welfare, unemployment and other governmental costs as young people leave school without saleable skills and adults cannot enter or re-enter the labor market.

Indicators in Terms of Cutbacks

- Capital outlay, supplies and conference and travel were generally the first expenditure categories to be cut or eliminated as a result of Proposition 13. Next to go were field trips and special programs and supportive services. In most instances, efforts went into saving programs and instructional staff first.

- Another approach to saving money has been to decrease the secondary day from six to five periods. This move has left students with little or no time to take electives - including vocational education. In the opinion of some respondents, this trend may eventually destroy elective programs.

- The "back to basics" movement and the Hart legislation regarding competencies for high school graduates are perceived as threats to vocational education. There is considerable concern in the field regarding the level of funds which will be commited to vocational education as secondary districts increase their emphasis on "basic subjects." In addition, there is concern that students will have neither the time nor the motivation for vocational courses when graduation requirements have reached their new level.

- In general, students have not noticed a decrease in the special and supportive services provided to them. The exception to this is the activities of vocational student organizations.

- Site respondents in all types of positions have noted that few of the cuts made this year can be sustained indefinitely. Teachers, administrators, and even Board members mentioned the unfeasibility of postponing salary increases for more than a year, and numerous respondents observed that capital equipment will have to be repaired or replaced at some point if vocational education is to reamin "hands on."

- The cuts made this year pose particular problems for vocational education. Its "hands-on" nature is capital-intensive and supply-intensive, and its effectiveness is dependent upon keeping both equipment and instructors' knowledge current. Across-the-board cuts in capital, supplies, conference and travel and field trips are thus viewed as having a greater impact on vocational than on academic programs.

- The adoption of fees or the assumption that fees would be charged has discouraged students from enrolling or continuing in vocational education programs. This has contributed to a decrease in overall vocational education enrollments.

- The elimination of summer session had an adverse effect on vocational education enrollments in some institutions. Students who would have taken required courses in the summer in order to enroll in vocational education (elective) courses in the fall could not do so and thus had to substitute required for vocational courses during the regular semester.

- The cancellation of ROP/C summer sessions caused some ROP/C students to enroll in community colleges for the summer. In one reported case, these students remained at the community college in the fall, thus forcing the reduction or elimination of selected ROP/C programs.

- Decreases in districts' maintenance budgets have had an adverse effect on vocational education programs and students and may pose problems with respect to safety in vocational education classes. In a number of districts, students have been charged with routine maintenance, including washing windows in one reported instance. The addition of these tasks during the school day has caused student dissatisfaction and has decreased the time available for learning. In addition, the curtailment of equipment repair and replacement has set up situations in which some respondents believe that industrial accidents are likely to occur.

Indicators with Respect to the Labor Market

- Current cutbacks have thrown vocational education's relationship to the labor market into question. Many respondents reported that starting new programs is no longer possible, as is updating old ones. In time, if these freezes are continued, programs will no longer reflect the needs of changing local labor markets.

- One of the approaches to coping with decreased resources has been not to replace staff which leaves. In some instances, this policy has resulted in the elimination of entire vocational education programs or large numbers of sections. This also decreases institutions' ability to reflect the local labor market.

- Salary freezes have rendered many programs incapable of competing with industry for qualified vocational instructional staff. In additon, as instructors leave for industry, the salaries educational institutions can offer makes them unable to attract replacements. This, too, has caused programs to be eliminated and has affected institutions' ability to meet local labor market needs.

Indicators in Terms of Morale

- Morale reached an all-time low in the field this year. Contributing factors were a sense of rejection by the public, the lack of salary increases and intra-institutional conflicts caused by the need to [illegible] back.

- The elimination of summer school created hardships for teachers and worsened morale problems. Many teachers expressed bitterness about the loss of summer income added to the absence of salary increases.

- Both teachers and administrators reported a growing unwillingness to make the "extra efforts" they had made in the past, such as working late without compensation, attending meetings or taking on added duties. In every instance, respondents attributed this change in attitude to the fact that Proposition 13 and its aftermath had made them feel less valued, both professionally and financially.

- Pessimism and uncertainty about next year's funding have added to morale problems among all staff.

- In some institutions, students have picked up the morale problems facing teachers. Discipline problems have been noted where there were none before, and students have expressed anger and resentment about the changes in their programs, the absence of supplies and the added tasks they have been required to perform.

- Morale appears to have been least affected in institutions which involved all staff in the post-Proposition 13 planning process and which honored staff's suggestions. A model which appears to have worked particularly well was asking each department where it could cut rather than adopting across-the-board cuts (e.g., all field trips, 20% of supplies). Teachers expressed the opinion that what one program could do without might be essential to another, and vice versa.

Indicators in Terms of Planning

- * Many respondents are looking to Sacramento for guidance and legislation before they begin planning for next year. This absence of contingency planning exists despite the fact that many complaints were voiced concerning the late, rushed and chaotic nature of this year's planning. Pessimism and uncertainty about next year's level of funding have also contributed to a lack of comprehensive planning - as has an expectation that institutions will once again be "bailed out" by the State.

- * Considerable sentiment was expressed that "tuition is coming - in the form of fees" and that only popular courses would be maintained as a result. This eventuality would not only decrease the options available to students but also affect institutions' ability to reflect local labor markets.

D. Intra-Institutional Agreement Regarding Impacts

Only two consistent differences were noted among site visit respondents with respect to the impact of Proposition 13, and these were noted in all but one case. Superintendents and Board members tended to specify earlier dates when planning had begun than did other groups of respondents, and teachers' perceptions of the situation were markedly less hopeful and accepting than those of administrators.

The former finding appears to reflect the fact that management-level discussions concerning the prospect of Proposition 13 passing commenced earlier in the year than did formal or informal planning involving more participants. The second finding can be traced in virtually all instances to a sentiment among teachers that planning was done for them and that they were told rather than asked what changes should be made. Administrators tended to view this as a reality only insofar as teachers were generally absent during the summer: many teachers, on the other hand, were of the opinion that their exclusion had been deliberate.

Actual changes in vocational education programs due to Proposition 13 elicited essentially 100% agreement within institutions, although there were instances in which respondents neglected to mention a particular impact but agreed that it had occurred at that site when it was mentioned to them. In sum, intra-institutional differences of perspective revolved around the planning *process* rather than the *outcomes* of that process.

V. CONTACTS WITH OTHER AGENCIES

At the time this study was begun, the Employment Development Department (EDD) was publishing a monthly "Proposition 13 Fact Sheet" regarding layoffs in the public sector which resulted from the initiative's passage. This publication has since been discontinued, but layoff data continue to be collected. As of November 30, 1978, a cumulative total of 26,412 public employees had been laid off due to Proposition 13.[1] Among these were 17,590 school district employees *other* than teachers and 8,822 employees of all other public entities. Recalls and rehires subsequent to June of 1978 included 7,667 school district personnel and 1,657 personnel of other public agencies, thereby reducing the absolute number of layoffs as of November 30 to 17,088.

On February 5, 1979, the Department of Finance announced that total State and local payrolls had decreased by 113,000 employees following the passage of Proposition 13.[2] The total was not broken out with respect to causes (e.g., layoffs vs. resignations), but the Department's director cited it as "... the first clear signal the hiring freeze has operated to reduce the size of government."[3] Accordingly, it would appear that the 113,000 figure represents vacant positions which were not filled as well as layoffs.

EDD does not have any data currently available which would address the degree to which either the layoffs or the overall decrease in public sector employment resulting from Proposition 13 have affected labor market supply and demand or the need and demand for vocational education. According to Department of Finance, most of those who left public employment "...one way or another have been absorbed by the private sector." However, this conclusion was based on "hidden information" in employment statistics and was not elaborated upon further.[4]

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[1] Conversation with EDD representative, January, 1979.

[2] Sacramento *Bee*, February 5, 1979, p. A-6.

[3] *Ibid.*

A recent examination of participant levels for the quarter preceding and the quarter following Proposition 13 by the State CETA Office concluded that "...the figures do not show any Proposition 13 impact on the CETA classroom training component." Comparisons of actual to planned participation were the same for both quarters in CETA Titles I and III.[5] "Surprisingly," a summary of the findings of that office continued, "planned to actual Public Service Employment participant levels also remained stable." The summary concluded that, "... *Proposition 13* appears to have had little or no effect on these three categories of CETA training."[6]

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[4] *Ibid.*

[5] Letter from John Luque, Deputy Director, California Employment and Training Advisory Office (State CETA Office), January 12, 1979.

[6] *Ibid.;* emphasis added. According to the State CETA Director (conversation on February 2, 1979), Proposition 13 did not directly affect California's CETA program. However, changes in the Federal CETA legislation *have* affected program participation.

VI. FINDINGS WITH RESPECT TO STUDY HYPOTHESES

Hypothesis 1. Funding for vocational education in secondary districts, community colleges, adult schools and ROP/C's will be decreased in the 1978-79 fiscal year.

This hypothesis was confirmed. Responding institutions reported overall budget cuts of 9% between fiscal year 1977-78 and fiscal year 1978-79. By level, the corresponding figures were 2% among secondary districts, 4% among community colleges, 16% among adult education programs, and 20% among ROP/C's.

Hypothesis 2. Vocational education budgets will be cut by a greater percentage than budgets for other types of educational programs.

Overall, this hypothesis was disproven. Vocational education budgets decreased *less* than total budgets in secondary districts, community college districts, and adult education programs. However, ROP/C's (for which total budgets and vocational education budgets are the same) experienced a substantially *greater* decrease in their budgets than the overall total budget decrease.

Hypothesis 3. Curtailments in vocational education programs will be achieved in an arbitrary manner rather than through the use of criteria, policies or priority-setting processes.

This hypothesis was not confirmed. Over a third of respondents (35%) listed specific criteria which had been employed in making decisions regarding post-Proposition 13 cutbacks, while another 19% indicated that "no cuts" had been made.

Hypothesis 4. Funding cuts in other areas of district budgets will have an adverse effect on vocational education programs and students.

This hypothesis requires further investigation. Although substantial cuts were reported in a variety of other budget areas (e.g., counseling and guidance; career information centers), it is too early to measure the full impact of these curtailments on programs and students.

Hypothesis 5. The composition of student bodies in adult schools, ROP/C's, and community colleges will be altered such that fewer minorities and students with special needs will be enrolled.

For the most part, this hypothesis was disproven for fiscal year 1978-79, although ethnic minority enrollments in responding secondary districts and community colleges as well as enrollments of handicapped students in responding secondary districts showed decreases greater than overall vocational education enrollment decreases.

Hypothesis 6. The need and demand for vocational education will increase as the cuts necessitated by Proposition 13 are implemented.

This hypothesis was not proven as of January, 1979. Although a decrease of 113,000 employees had occurred in the public sector, there was no evidence that this reduction had caused a shift in labor market supply and demand or that it had increased the demand for vocational education.

APPENDIX A

NOTE: For the sake of brevity, only the secondary version of the survey instrument has been included in this appendix. The forms used for community college districts, ROP/C's and adult education programs are identical , with the following exceptions: 1. Each form uses terminology appropriate to the type of institution (e.g., "your ROP/C" rather than "your district"). 2. The ROP/C form does not distinguish between vocational education budgets and enrollments and total education budgets and enrollments. 3. The ROP/C form does not refer to Vocational Education Act (VEA) funds at all, and the adult program form refers to these funds as a possibility rather than as a certainty by starting the applicable questions with, "If your adult education program received any Vocational Education Act (VEA) funds, did..." Copies of any of these slightly differing forms can be obtained upon request from the California Advisory Council on Vocational Education.

CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATION

PROPOSITION 13 IMPACT STUDY

SECONDARY DISTRICT FORM

Completed By:

Name: ______________________

Title: ______________________

District Name: ______________________

GENERAL DIRECTIONS

curacy. The more accurate the data you provide us with, the stronger the support will be for th Council's conclusions and recommendations. We realize, however, that certain informati may not be readily available or may be unknown at this time. If this is the case, plea feel free to estimate (but please let us know that you are doing so by marking your response "est."), to respond unknown or to put not available in the spaces provided.

tcomes. Many of the outcomes we have asked about could have occurred for a variety of reasons. For example, you might have been planning to eliminate a program or to reassign staff regardless of whether Proposition 13 passed or not. What we are concerned with here, however, are only those outcomes which occurred as a result of the passage of Propositi 13. We would appreciate it if you would limit your responses to these outcomes and not include changes which occurred for other reasons.

rms. For the sake of common understanding and clarity, we offer the following definitions of terms used in the questionnaire. If you prefer to use other definitions, we would appreciate it if you would include those definitions in your response.

Vocational Education. Organized educational programs and supportive services, directly related to the preparation of individuals for occupations and/or additional occupationa preparation not necessarily leading to a degree. Any vocational education program shal also include the components of (1) vocational/occupational guidance and counseling; (2) staff development; (3) student placement. (Committee of 36, Revised Draft, 9/8/77.

Vocational Education Program. One or more courses leading to an occupation. (Field input - October, 1977.)

Non-Traditional Occupations/Careers. Those occupations which have previously been limited to one sex or in which there is usually less than 20 percent of one sex employe (CACVE Position Paper: Sex Fairness. June 2, 1978.)

1.0 BASELINE DATA

1.1 Please provide the following information for the 1977-78 and 1978-79 fiscal years (July 1 through June 30):

	FY 1977-78	FY 1978-79
A. Total District Budget for Secondary Education (All Sources)	$____________	$____________
B. District Budget for Secondary Vocational Education (All Sources)	$____________	$____________

1.2 Did your district return and/or release any Vocational Education Act (VEA) funds at the end of fiscal year 1977-78? YES _____ NO _____

If "YES," please indicate below how much your district returned/released under each subpart of the Act.

Subpart 2: $__________ Subpart 3: $__________ Subpart 4: $__________ Subpart 5: $__________

1.3 Please provide the following information for the Fall semester or quarter of 1977 and for the Fall semester or quarter of 1978. (Please include secondary enrollments only. Exclude adult and ROP data.)

	Fall Semester/ Quarter 1977	Fall Semester/ Quarter 1978
A. Total Secondary Enrollment	____________	____________
B. Total Secondary Enrollment in Vocational Education Programs	____________	____________
C. Total Secondary Ethnic Minority Enrollment in Vocational Education Programs	____________	____________
D. Total Enrollment of Secondary Handicapped Students in Vocational Education Programs	____________	____________
E. Total Enrollment of Secondary Disavantaged Students in Vocational Education Programs	____________	____________
F. Total Number of Secondary Students Enrolled in Non-Traditional Vocational Education Programs	____________	____________

2.0 PLANNING PROCESSES

2.1 During what month did your district begin to plan for possible cutbacks under Proposition 13?

____

2.2 Who was involved in the process your district used to determine where cutbacks would be made with respect to vocational education programs and services, and who actually made the final decisions? Please be comprehensive, including all participants, and specific with respect to the type of people involved, for example: district superintendent; vocational education administrator; vocational education teachers; advisory committee members; parents; students.

2.3 If your district made any curtailments in secondary vocational education programs or services, what criteria were used in determining where the cuts would be made? Examples of criteria might be certain Education Code requirements, particular local Board policies, personnel considerations, program effectiveness, or other mandates or concerns. Please be specific.

2.4 A. Does your district have access to local labor market information for use in planning and assessing vocational education programs? YES _____ (GO TO QUESTION 2.4 B)

NO _____ (GO TO QUESTION 2.5)

B. Was the local labor market information your district has access to used in determining where to cut vocational education programs and services? YES _____ NO _____

C. If "YES," in what way was this information used? If "NO," why was the information not used?

2.5 Please feel free to comment in the space below on other (positive or negative) aspects of the process your district used in arriving at decisions regarding post-Proposition 13 cutbacks. Or, if you do not believe that the process your district used in effecting cutbacks after the passage of Proposition 13 was optimal, what alternatives would you suggest for planning when it becomes necessary to cut expenses? (Please continue on the reverse of this page if you wish.)

3.0 OUTCOMES

3.1 Did your district eliminate summer session because of the passage of Proposition 13? YES ____ NO ____

3.2 Please check the appropriate box below to indicate whether or not your district eliminated any secondary vocational education programs (classes/sections will be covered in question 3.4) in each of the listed areas either for the summer session of 1978 or for the Fall semester or quarter of 1978 as a result of the passage of Proposition 13. In cases where your answer is "YES," please indicate the number of programs eliminated in that area.

	Summer Session 1978: Programs Eliminated?			Fall Semester/Quarter 1978: Programs Eliminated?		
	YES	Number Eliminated	NO	YES	Number Eliminated	NO
A. Agricultural Occupations	☐	___	☐	☐	___	☐
B. Business Occupations	☐	___	☐	☐	___	☐
C. Distributive Occupations	☐	___	☐	☐	___	☐
D. Consumer & Homemaking Education/Home Economics Related Occupations	☐	___	☐	☐	___	☐
E. Trade & Industrial Occupations	☐	___	☐	☐	___	☐
F. Technical Occupations	☐	___	☐	☐	___	☐
G. Health Occupations	☐	___	☐	☐	___	☐
H. Apprenticeship Related	☐	___	☐	☐	___	☐
I. Other - Please Specify:						
______________________	☐	___	☐	☐	___	☐
______________________	☐	___	☐	☐	___	☐

3.3 If your district eliminated any secondary vocational education programs because of the passage of Proposition 13, please provide the following information on those programs:

Program Title	1977-78 Program Enrollment
______________________________	________
______________________________	________
______________________________	________

Please continue on the reverse of this page if necessary.

3.4 Does your district have any secondary vocational education programs in which fewer classes/sections are being offered this year (1978-79) than last year because of the passage of Proposition 13?
YES _____ NO _____

If "YES," please list the program(s) below, indicate how many fewer classes/sections are being offered this Fall and check whether the number of students being served has increased, decreased or remained approximately the same as last year.

		NUMBER OF STUDENTS SERVED		
PROGRAM TITLE	HOW MANY FEWER CLASSES/SECTIONS?	Increased	Decreased	Remained The Same
________________________	_____	☐	☐	☐
________ ________________	_____	☐	☐	☐
________________________	_____	☐	☐	☐

Please continue on the reverse of this page if necessary.

3.5 The list below contains a variety of programs and services which are offered to secondary students by many California districts. Please check the appropriate column following each program/service to indicate what happened to the program/service (as it applies to secondary students only) after the passage of Proposition 13. Then place a check mark in the final column if any change in the program/service occurred as a result of the passage of Proposition 13. The first five columns mean the following:

Eliminated.	The program or service was terminated.
Curtailed.	The program or service was cut back to less than its 1977-78 level.
Maintained.	The program or service was maintained at its 1977-78 level.
Increased.	The program or service was increased beyond its 1977-78 level.
N/A.	Not applicable. Your district did not have the program or service in 1977-78.

Program/Service	Eliminated	Curtailed	Maintained	Increased	N/A	Change Due to 13
Work Experience	___	___	___	___	___	___
Placement Services	___	___	___	___	___	___
Apprenticeship Related Instruction	___	___	___	___	___	___
Career Information Services	___	___	___	___	___	___
Vocational & Career Guidance	___	___	___	___	___	___
Vocational Student Organizations	___	___	___	___	___	___
Vocational Education for the Handicapped	___	___	___	___	___	___
Vocational Education for the Disadvantaged	___	___	___	___	___	___
Recruitment of Students into Non-Traditional Careers	___	___	___	___	___	___
Tutorial Programs	___	___	___	___	___	___
Learning Centers	___	___	___	___	___	___
Special Programs for Minority Students - Please Specify ______________________	___	___	___	___	___	___
Other Special/Supportive Programs or Services - Please Specify: ______________________	___	___	___	___	___	___
______________________	___	___	___	___	___	___

.6 Of the following personnel transactions, please check on the left those which took place in y district's secondary vocational education program as a result of the passage of Proposition 1 Also, indicate in the right-hand column the number of full- and/or part-time staff involved in each transaction you checked.

		Number of Staff Involve	
	Transaction	Full-Time	Part-Time
_____	Elimination of vocational education administrative staff	_____	_____
_____	Elimination of vcoational education support staff*	_____	_____
_____	Vocational education instructors shifted to academic classes	_____	_____
_____	Academic instructors shifted to vocational classes	_____	_____
_____	Vocational education instructors shifted to non-instructional duties	_____	_____
_____	Administrators shifted to teaching vocational classes	_____	_____
_____	Elimination of vocational education instructional staff	_____	_____
	Number of Instructors Eliminated By Subject Area:		
	Agricultural Occupations	_____	_____
	Business Occupations	_____	_____
	Distributive Occupations	_____	_____
	CHE/HERO	_____	_____
	Trade & Industrial Occupations	_____	_____
	Technical Occupations	_____	_____
	Health Occupations	_____	_____
	Apprenticeship Related	_____	_____
	Other - Please Specify:		
	______________________________	_____	_____
	______________________________	_____	_____

---

* "Support staff" includes all staff who are not either administrators or instructors.

3.7 Did your district drop any approved plans to expand in any secondary vocational program area because of the passage of Proposition 13? "Approved" means program plans authorized by your local Board before Proposition 13 passed. Examples of such plans might be adding a new program, hiring additional faculty or staff, constructing new facilities, purchasing more equipment. YES _____ NO _____

If "YES," please provide a brief but specific description of these plans in the space below. If possible, please indicate both what the plans were (e.g., new facilities, staff) and the area(s) involved (e.g., business education, agriculture, apprenticeship related).

3.8 Does your district anticipate returning and/or releasing any VEA funds at the end of fiscal year 1978-79 due to the unavailability of local matching funds? YES _____ NO _____

Does your district anticipate returning and/or releasing any VEA funds at the end of fiscal year 1978-79 due to other constraints imposed by the passage of Proposition 13? YES _____ NO _

3.9 Has your district adopted any new fees (for supplies and materials, as examples) in any secondary vocational education courses or programs because of the passage of Proposition 13? YES _____ NO _____

If "YES," please list the programs or courses and the fees which were added in the space below.

3.10 Did your district have a formal program or project underway during 1977-78 to reduce sex bias and sex stereotyping in secondary vocational education? YES ____ NO ____

Does your district have such a program this year? YES ____ NO ____

If such a program was added or eliminated this year, was this because of the passage of Proposition 13? YES ____ NO ____

4.0 PLANNING FOR THE FUTURE

4.1 Does your district anticipate a further reduction in income for fiscal year 1979-80? YES ___ NO ___

4.2 Whether or not your district actually anticipates a further reduction in income, has the district begun to plan for the possibility of such a reduction?

YES _____ (GO TO QUESTION 4.3)

NO _____ (PLEASE EXPLAIN BRIEFLY WHY NOT AND THEN GO TO QUESTION 5.1)

4.3 During what month did your district begin to plan for the possibility of a further income reduction in 1979-80? ________________________

4.4 Have there been any changes in the people, the criteria or the processes involved in your district's planning? (Please refer to your answers to questions 2.2, 2.3 and 2.5 under "PLANNING PROCESSES" on page 2.) YES _____ NO _____

If "YES," please describe these changes briefly in the space below and indicate why they were made.

5.0 RECOMMENDATIONS

5.1 One of the Advisory Council's primary goals in conducting this study is to develop recommendations for necessary change. As a practitioner in the field, which of the areas listed below do you believe should be stressed? Please rank the five areas in the order of their priority to you, from highest priority (1) to lowest priority (5). If any area has no priority or importance to you, please place a zero (0) in the space preceding it.

Rank	Area
____	Vocational Education Legislation
____	Title V Rules and Regulations
____	Administration of Vocational Education
____	Planning for Re-Direction in Vocational Education
____	Financing of Vocational Education

5.2 Within the areas in question 5.1 which you believe are priorities, what recommendations do *you* believe should be made to the Boards, the Legislature and the Governor?

5.3 Please feel free to use the space below to make any other comments, suggestions or recommendations you have concerning the impact of Proposition 13 on vocational education in California.

6.0 RESPONDENT INFORMATION

6.1 Please check whether your district is a Basic Aid District ☐ or an Equalization Aid District ☐ .

6.2 Please check whether your district is in an Urban Area ☐ , a Rural Area ☐ or a Suburban Area ☐

6.3 Would your district be willing to participate in a follow-up study to update information on the impact of Proposition 13 in January of 1979? YES _____ NO _____

THANK YOU!

APPENDIX B

SITE VISITS

SITE VISIT SAMPLE

LEVEL	SITE
SECONDARY	
Urban	Pasadena Unified School District
Rural	El Dorado Union High School District
Suburban	Antioch Unified School District
COMMUNITY COLLEGE	
Urban	San Diego Community College District
Rural	Solano Community College District
Suburban	Mira Costa Community College District
ROP/C	
Urban	San Jose Regional Programs
Rural	Del Norte County ROP
Suburban	Santa Cruz County ROP
Mixed*	San Bernardino County ROP
ADULT	
Urban	Garden Grove Adult School
Rural	Ukiah Adult School
Suburban	Conejo Valley Adult School (Thousand Oaks)

---

*"Mixed" ROP/C's were defined as those which serve more than one type of district - urban and suburban, for example.

SITE VISIT QUESTIONS

BOARD PRESIDENT OR DESIGNEE

1. During what month did your district begin to plan for possible cutbacks under Proposition 13?

2. Who was involved in the process your district used to determine where cutbacks would be made with respect to vocational education programs and services, and who actually made the final decisions?

3. What criteria did your district use in determining where cutbacks would be made with respect to vocational education programs and services?

4. Do you anticipate a further reduction in income for fiscal year 1979-80?

5. Has your district begun to plan for the possibility of a further reduction in income for fiscal year 1979-80?

6. If answer to question 5 is "yes":
   a. Specifically, what kinds of plans is the district making at this point in time?
   b. Have there been any changes in the people, criteria or processes involved in your district's planning?

7. What changes have you seen in vocational education programs and services in ____________________ district as a result of Proposition 13?

8. Given Proposition 13, what do you see as the future of vocational education in ____________________ district, and why?

9. Is there anything else that you believe we ought to know in order to understand the impact of Proposition 13 at the local level?

SUPERINTENDENT

1. During what month did your district begin to plan for possible cutbacks under Proposition 13?

2. Who was involved in the process your district used to determine where cutbacks would be made with respect to vocational education programs and services, and who actually made the final decisions?

3. What criteria did your district use in determining where cutbacks would be made with respect to vocational education programs and services?

4. Do you anticipate a further reduction in income for fiscal year 1979-80?

5. Has your district begun to plan for the possibility of a further reduction in income for fiscal year 1979-80?

6. If answer to question 5 is "yes":

   a. Specifically, what kinds of plans is the district making at this point in time?

   b. Have there been any changes in the people, criteria or processes involved in your district's planning?

7. What changes have you seen in vocational education programs and services in ______________________ district as a result of Proposition 13?

8. Given Proposition 13, what do you see as the future of vocational education in ________________________ district and why?

9. Is there anything else that you believe we ought to know in order to understand the impact of Proposition 13 at the local level?

VOCATIONAL EDUCATION DIRECTOR OR DEAN - Respondent

1. Can you tell me the reason(s) why you decided to complete the questionnaire and return it?

2. In question 1.1, you indicated that the total district* budget was __________ in 1977-78 and __________ this year. In addition, you indicated that the district's budget for vocational education was _________ this year and _________ last year.

   a. What documents or sources of information did you use in arriving at those figures?

   b. How does your district separate its budget for vocational education from the budgets for other types of education?

3. What documents or sources of information did you use in arriving and these (from questionnaire) data on enrollments for 1977-78 and for 1978-79?

4. You indicated that between _____ and _____ fewer classes or sections were being offered this year in each of _____ programs and that the number of students being served has decreased/increased/remained the same. What documents or sources of information did you use in arriving at this response?

---

* Questions were tailored to the particular type of institution by changing the terminology from "district" to "ROP" to "adult education program" as appropriate.

5. What documents or sources of information did you refer to in answering the question regarding personnel transactions?

6. In the question regarding personnel transactions, the terms "full-time" and "part-time" were used. How did you define these terms in preparing your response?

7. Are there any effects of Proposition 13 on vocational education in ____________________ district which were not covered on the survey form and which you think are important?

8. Given Proposition 13, what do you see as the future of vocational education in _________________ district, and why?

VOCATIONAL EDUCATION DIRECTOR OR DEAN - Non-Respondent

The first "question" asked of non-responding deans and directors requested that they "walk through" the survey form with the interviewer and complete it to the extent possible during the interview itself. This proved impossible with respect to any of the "hard data" questions, as a result of which none of the validation questions (numbers 2 through 6 above) were asked.

1. Could you tell me the reason(s) why you decided not to complete the questionnaire and return it?

2. Are there any effects of Proposition 13 on vocational education in ____________________ district which were not included on the survey form and which you think are important?

3. Given Proposition 13, what do you see as the future of vocational education in _______________ district, and why?

TEACHERS

"Interviews" with teachers were conducted as group discussions. The questions which follow were put up on chartpad for large groups in order to facilitate keeping the discussion topics in focus.

1. Who was involved in the process your district used to decide where to curtail vocational education programs because of Proposition 13, who made the final decisions, and what criteria were used in arriving at these decisions?

2. What changes have there been in vocational education programs and services in your district as a result of Proposition 13?

3. Given Proposition 13, what do you see as the future of vocational education in your district, and why?

STUDENTS

Students were also "interviewed" via group discussions. A brief introductory presentation was made which included an overview of Proposition 13 and the fact that it had decreased the income available to school districts, and the following question was put up on chartpad:

- Are your classes or any other parts of your vocational education studies any different this year than last year?**

Sub-items on the chartpad, which the interviewer suggested students might want to think about in answering the question, covered the following:

- Classes available?
- Number of students in classes
- Teachers, counselors, career information and placement people
- Special programs
- Vocational student groups
- Supplies
- Equipment

Each one of these items was introduced with questions such as, "Are the vocational student groups you belong to as active this year as they were last year? More active? Less active?" After all of the sub-topics had been reviewed in this manner, the discussion was turned over to the students.

SUPPLEMENTARY QUESTIONS - MULTI-CAMPUS COMMUNITY COLLEGE DISTRICTS

District Dean

1. Was planning for the cutbacks necessitated by Proposition 13 in your district done on a district-wide basis or on a campus-by-campus basis?

2. Were there any differences in what happened as a result of Proposition 13 at the various colleges in your district? If "yes": What were these differences?

** Provision was made in the introductory presentation for students who had not been enrolled in vocational education programs the previous year to be identified and to talk in general about "what you see happening this year."

Individual Campus Dean or Director

1. Was planning for the cutbacks necessitated by Proposition 13 at your college done on a district-wide basis or on a campus-by-campus basis?

2. Have you noticed any differences in what happened as a result of Proposition 13 at the various colleges in ________________________ district? If "yes": what are these differences?

APPENDIX C

TELEPHONE INTERVIEWS

TELEPHONE INTERVIEW SAMPLE

LEVEL	SITE
SECONDARY	
Urban	El Monte Union High School District Berkeley Unified School District
Rural	Los Molinos Unified School District Mendocino Unified School District
Suburban	Delano Joint Union High School District Antelope Valley Union High School District
COMMUNITY COLLEGE	
Urban	Cerritos Community College Distrist Los Angeles Community College District
Rural	Gavilan Community College District Lassen Community College District
Suburban	Coast Community College District State Center Community College District
ROP/C	
Urban	Los Angeles City Unified ROP/C Long Beach City Unified ROP/C
Rural	Shasta-Trinity ROP Butte County ROP
Suburban	Sacramento County ROP Eden Area Vocational Programs (San Lorenzo)
Mixed*	Stanislaus-Tuolumne-Mono ROP Fresno Metropolitan ROP/C
ADULT	
Urban	Fresno Adult School Riverside Adult Education
Rural	Fowler Adult School Escalon Adult Education Program
Suburban	Lynwood Adult School Gonzales Evening High

---

* "Mixed" ROP/C's were defined as those which serve more than one type of district - urban and suburban, for example.

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TELEPHONE INTERVIEW QUESTIONS

RESPONDENTS

1. What documents or sources of information did you use in developing your answers regarding:

    a. total district budget* and district budget for vocational education?

    b. enrollment data for last fall and this fall?

    c. the number of classes or sections fewer being offered in ____________________ programs and the fact that the number of students being served increased/decreased/remained the same?

    d. personnel transactions which occurred as a result of Proposition 13?

2. How does your district separate its budget for vocational education from its budgets for other types of education?

3. How did you define "full-time" and "part-time" in reporting personnel transactions which occurred as a result of Proposition 13?

4. Are there any additional questions you would have included in the questionnaire?

NON-RESPONDENTS

1. Did you receive CACVE's Proposition 13 impact study questionnaire?

2. If answer to 1 is "yes": Could you tell the reason(s) why you decided not to complete the questionnaire and return it?

3. In what ways has Proposition 13 made an impact upon your district's vocational education program - for example, with respect to budget, enrollment, programs and services, personnel, planning, etc.?

4. The Council will be making recommendations to the State based upon this study. In what areas would you like those recommendations to be?

---

* Questions were tailored to the particular type of institution by changing the terminology from "district" to "ROP" to "adult education program" as appropriate.

APPENDIX D

LETTERS RECEIVED IN RESPONSE TO THE QUESTIONNAIRE SURVEY

CASTRO VALLEY UNIFIED SCHOOL DISTRICT

P.O. BOX 2146 • CASTRO VALLEY, CALIFORNIA • 94546 • 415-537-3000

• BOARD OF EDUCATION
Larry J. Goodman
Kathie McKenney
S. J. Mediati
Dr. Edwin K. Reuling
Larry L. Todd

• Francis J. Ebert, Ed.D.,
Superintendent

VOC/CAREER
Education Department
Phone 537-3000 ext. 35,36

ROBERT S. GORMAN
Director

PATRICK J. LOVAGLIA
Ass't. Director/Work
Experience Coordinator

BETTY BROWN
Career Ed. Secretary

At Castro Valley
High School

ANN URUSHIMA
Guidance Coordinator
96 - ext. 213

D. LEE GARRISON
Career Counselor
96 - ext. 334

DOROTHY BOVYER
Career Planning Ass't.
96 - ext. 326

VINCENT ANCONA
VINCE FLORES
ROBERT HEIL
THOMAS MOORE
JOANNE SCHULTE
CLINT TAYLOR
MIRIAM TOTH
CAROL VIETS
ROBERT WORKMAN

At Canyon
Junior High School

JERRY GREEN
Career Counselor
97 - ext. 37

MARJORIE LEMOS
Career Planning Ass't.
97 - ext. 40

October 20, 1978

California Advisory Council
on Vocational Education
708 10th Street, Suite 260
Sacramento, CA 95814

Dear Council Members,

It is difficult to give you a picture of what has happened to Vocational Education in this small district because of Proposition 13, so I would like to tell you briefly in narrative form rather than in a questionnaire.

1. *We had an outstanding Career Education Program (see exhibit A), which has been severely curtailed.*

2. *Last year we had a Work Experience Coordinator who was carrying almost a double load (200 students) and a Vocational Counselor. This year, we had to drop the Vocational Counselor and give those duties to the Work Experience Coordinator along with teaching a remedial math class. Bye, bye Vocational Counseling!*

3. *The $200,000 we had saved for a Body & Fender shop was absorbed, legally, into the General Fund, consequently, the students (70 of them) are still in the multi-purpose room of an abandoned junior high school.*

4. *The $80,000 in local tax override revenue has been eliminated. This is the money we used for building and equipment. From now on, when equipment breaks down, we cannot replace it and have very little money even to make repairs.*

5. *The supply budgets for teachers have been cut 50% to 80%. I do not think that many of them will be able to stay within their budget beyond January.*

6. *Teacher morale is extremely low and this is reflected in student behavior (two weeks ago the young men's restroom at the Vocational site was knocked apart by exasperated students who when caught said, "What the hell. They are going to tear this place down anyway.")*

7. It was important to our Vocational teachers to have adult students with the teenagers as a maturing influence. This was especially true in Graphics, Dental Assisting and Cosmetology. Students took their work more seriously when they saw how adults did theirs. Without this role modeling, there is a less intensive effort made by students this year. The spirit of professionalism has been lost. Why can't districts be paid the same rate for adult vocational students as we get for the teenagers? Without that rate we can't afford to have the adults in the programs.

8. Our metal shop is overcrowded and has been for three years. With no more construction money available, the teacher knows that he will go on having an overcroded shop and certainly is not going to campaign for more students.

At the Regional meeting of Vocational Directors this morning, we learned that California received no less Federal money this year for Vocational Education than last year. Yet over 90% of the Administrators in the Coastal Region said that their VEA funds had been cut severely. The question was asked, "where did the money go?." No answer was given except that it did not go to Regional offices for salaries. My point is, not only have we suffered from Proposition 13 but at this time when we need money desperately we find the VEA money cut back and unaccounted for by the State Vocational Education Department. Please look at their budget carefully.

Some solutions:

1. The Advisory Committee needs to convince the State Board of Education to direct the Vocational Department at the State level to get the money out to all Districts in a fair and equitable way, to cut out the fictitious numbers game, eg., suddenly finding Eskimos and Pacific Islanders in our schools that never existed before. No fancy formulas, just the bucks.

2. Finally, in regard to Proposition 13 financial loss, the State Department of Finance could allow the revenue gained from sales of surplus property to be used for Vocational buildings, alterations and supplies instead of returned to the State (which has billions in surplus funds already). I realize that many of these buildings are still under partial mortgage to the State, but how much does the State need?

Thank you for listening.

Sincerely,

Robert S. Gorman

Robert S. Gorman, Director
Vocational/Career Education

RSG:eb/eb
Enclosures

CLOVIS UNIFIED SCHOOL DISTRICT
914 Fourth Street
Clovis, California 93612
Phone 299-4367

Charles O. Peterson
Principal
Shirley A. Bruegman
Assistant Principal — Counselor
Robert W. Fuller
Assistant Principal — Resource Teacher

Floyd B. Buchanan, Ed.D.
District Superintendent
David E. Cook
Associate Superintendent — Business
George W. Kastner
Associate Superintendent — Administration

October 20, 1978

Mr. Thomas M. Bogetich, Executive Director
California Advisory Council on Vocational Education
708-10th Street, Suite 260
Sacramento, CA 95814

Dear Dr. Bogetich:

I received your nine page survey regarding the effects of Proposition 13 on adult education. In as much as the survey is quite lengthy and will be quite time consuming, I will attempt to answer most of the questions in this letter.

As you know, Proposition 13 did have a considerable effect on adult education in California. Funding for adult education now is contained in the block grants given to local school districts. Funding for vocational programs was not as severely effected as some other areas of the program. Districts are required to maintain vocational education programs and other "mandated" programs at at least 90% of 1977-78 in order to qualify for State bail out money. We are, therefore, running all programs we were offering last year in vocational education. The primary problem is that we have no funds for expansion or initiating new programs.

In other areas of adult education (non-mandated programs), we have gone, as most adult schools, to a fee schedule. This has had the effect of reducing our enrollment by approximately 40%, and the closing of about 25 classes. For your information, I am enclosing a copy of our last spring semester schedule and our fall schedule which gives courses offered and their fees. I have also lined out those programs which were canceled this fall due to insufficient enrollment. This will give you some idea of the effect Proposition 13 had on the overall adult education program.

I want to wish you the best of luck in your study. I think you will find that most districts probably were effected essentially the same way as our program. I have had contact statewide and this seems to be the pattern.

Sincerely,

Charles O Peterson

Charles O. Peterson
Principal

sr

Enclosures

Daniel L. Prcfovich • Superintendent

Davis Joint Unified School District 23 Russell Boulevard • Davis, CA 95616 • 916/756-0464

RECEIVED

California Advisory Council
on Vocational Education

November 6, 1978

California Advisory Council on Vocational Education
708 10th Street, Suite 260
Sacramento CA 95814

Attention: Ruth Fedrau, President

Dear Ms. Fedrau:

As you are probably aware, the passage of Proposition 13 in June of 1978 has resulted in a substantial decrease in revenue for most governmental agencies in the State of California. Public schools were no exception.

The Davis Joint Unified School District found it necessary to reduce its programs severely, and among the cost reductions was a loss of five management positions, approximately twenty percent of our total administrative/supervisory complement.

At this time we have insufficient personnel available to compile data necessary for the completion of surveys, questionnaires or other forms except for those forms which are mandated for state or federal program reimbursement. We are sorry to be unable to accommodate your request for data at this time.

As we readjust our programs it may be that in the future we can again provide these services on a limited basis and will be happy to remain on your distribution list if you wish.

Sincerely,

Joan I. Reitz
Director of Administrative Services

JIR/cms

FREMONT-NEWARK REGIONAL OCCUPATIONAL PROGRAM
40230 LAIOLO ROAD • FREMONT, CALIFORNIA • 94538 • (415) 657-1865

October 23, 1978

Dr. Wayne Ferguson, Superintendent
Fremont Unified School District
40775 Fremont Boulevard
Fremont, California 94538

Dear Dr. Ferguson:

During the month of October we are preparing our working budget for vocational education funds and our application for funding to the State. We are also involved in a PAVE (Program Assessment-Vocational Education) review of the R.O.P. by the State Department staff. We are extremely involved to say the least.

The California Advisory Council on Vocational Education has sent me three questionnaires concerning the effects of Proposition 13 on our vocational education program. Information they are requesting concerns numbers of students by ethnic count, by sex, and disadvantaged and/or handicapped. We have not identified that specific information as yet this year. It would require us to write a new computer program and search our student records. In addition, the questionnaire concerns District budget, the District vocational education budget, and the vocational expenditures in adult education. Again, we would have to go through the entire District budget to acquire this information. For the above reasons, I find this office unable to complete the CACVE questionnaires at this time.

As we discussed at our Board meeting, District vocational education programs have been reduced from 10 to 15 percent. The R.O.P. has increased 30 percent while suffering a loss of capital outlay, the majority of our supplies, and virtually all custodial services. While this information is difficult to quantifyat this time, it is certainly evident.

Sincerely yours,

Jim

James B. Mayo
Director

/ml
Enc.
cc: Ruth H. Fedrau

GARDEN GROVE UNIFIED SCHOOL DISTRICT

10331 Stanford Avenue
Garden Grove, California 92640
(714) 638-6000

BOARD OF EDUCATION
Melvin R. Collings, President
Fred Garcia, Clerk
L. Frank Kellogg, M.D.
Walter C. Ralston, M.D.
Kenneth H. Slimmer

SUPERINTENDENT
Ed Dundon

November 8, 1978

Ms. Ruth H. Fedrau, President
California Advisory Council on
Vocational Education
708 10th Street, Suite 260
Sacramento, CA 95814

Dear Ms. Fedrau:

We are pleased to provide the following information in response to your request for information on the impact of Proposition 13.

The total secondary enrollment has decreased approximately 500 students and the total secondary vocational enrollment has declined approximately 900 students, comparing fall semester, 1977 to fall semester, 1978. Thus, fewer sections of vocational education programs are being offered this year and several programs were eliminated.

However, we do not attribute these outcomes solely as a result of the passage of Proposition 13. The district did eliminate summer school because of Proposition 13, and this had an effect. The graduation requirements increased and with the stress on "back to basics," additional sections of academic subjects are being offered. Also, the decline in enrollment is certainly a factor.

If you require additional information, please contact me.

Very truly yours,

Shirley Villoni

Shirley Villoni, Specialist
Vocational Education

SV:mb

HARTNELL COLLEGE
156 HOMESTEAD AVENUE
SALINAS CALIFORNIA 93901
408 758-8211

GIBB R MADSEN
SUPERINTENDENT-PRESIDENT

RECEIVED
[illegible]
California Advisory Council
on Vocational Education

October 30, 1978

Ms. Jennifer Franz
California Advisory Council
  on Vocational Education
708 - 10th Street, Suite 260
Sacramento, CA 95814

Dear Jennifer:

This is just a note to reiterate our telephone conversation as of Monday, October 30th. During our telephone conversation I told you that Hartnell College does not have the staff to answer the California Advisory Council on Vocational Education Proposition 13 impact Study.

As a result of Proposition 13, we have cut one and one-fourth administration positions out of the administration organization at Hartnell College. Also, we have reduced the amount of money available for hiring student help. Additionally, we are in the process of installing a new computer, and it is virtually impossible for us to dig out the data that is required for this study. Next spring we might be able to get some of this information although, it depends upon the staff help this office has at the time. I know you understand our predicament here at Hartnell as a result of Proposition 13.

If you have a few specific questions, please feel free to write or call at any time.

Sincerely,

Larry Elder

Larry Elder
Dean of Instruction

LME:sj

LOS RIOS COMMUNITY COLLEGE DISTRICT

Sacramento City College 1916 — American River College 1955 — Cosumnes River College 1970

October 26, 1978

DR. EARL L. KLAPSTEIN
Chancellor/Superintendent

Ms. Ruth H. Fedrau, President
California Advisory Council on Vocational Education
708 - 10th Street, Suite 260
Sacramento, California 95814

Dear Ms. Fedrau:

Proposition 13 has resulted in a serious cutting of Los Rios management staff to the point we feel it difficult to respond to lengthy questionnaires such as your "Proposition 13 Impact Study". Not only is your instrument long, it calls for information that is not readily available at this time. Rather than respond on your form, we present the following general picture of Proposition 13 impact on the Los Rios Community College District.

1. Budget was reduced from $53,504,483 to $46,852,014.
2. Severe (60%) cuts were made in supply budgets.
3. Equipment budgets were in general wiped out.
4. Classified staff was reduced by 10% attrition.
5. Summer session was held (summer 1978).
6. Class scheduling was reduced in areas not affecting graduation and major requirements.
7. No vocational classes or programs were cut.
8. No reduction in certificated staff has occurred.

If the district suffers further budget reductions next year, some programs and services will have to be cut with reduction of staff. We anxiously await legislative action which will give us an indication of future financing.

Sincerely,

Owen S. Stewart

Owen S. Stewart
Director of Instruction

OSS.gw

1919 SPANOS COURT • SACRAMENTO, CALIFORNIA 95825 • (916) 920-7811

NAPA COLLEGE

2277 Napa-Vallejo Hwy.   Napa, California 94558   Tel. 707-255-2100

October 30, 1978

Dr. Thomas Bogetich
California Advisory Council
on Vocational Education
708 10th Street, Suite 260
Sacramento, CA 95814

Dear Dr. Bogetich:

I am writing in response to the California Advisory Councils' Proposition 13 Impact Study. I appreciate that you are interested and concerned regarding the above subject. Regretfully, I am not able to respond to those areas which I view to be most critical to Vocational Education until sometime later in the 1978-79 academic year.

During the budget building process for this year, the effect of Proposition 13 on the local district was unknown. There were some forecasts that proved to be pretty well on target but even so it is our opinion that the real impact will not be felt until 1979-80 when local reserves have been used up in supporting programs during the 1978-79 academic year. With local reserves gone, I repeat, the full impact is yet to be felt.

To summarize, if the percentage of state support remains the same for 1979-80 with local reserves gone, the real impact cannot be measured at this time. The operating budget for 1978-79 at Napa College was drastically cut in the following areas (1) capital outlay (2) periodicals (3) books (4) support services (5) travel & conference (6) out-of-district travel, etc., in an attempt to maintain educational programs.

It seems reasonably clear that if state support is not increased, or a new support system adopted, the next round of cuts will include certificated personnel and programs.

Sincerely,

Arlin G. Taylor
Associate Dean of Instruction
Career Education

cc: George Clark

North Monterey County Unified School District

OFFICE OF THE SUPERINTENDENT (408) 633-2030
DAVID P. TANSEY, ED.D., SUPERINTENDENT

ADMINISTRATIVE SERVICES 633-3919
EDWARD KING, ASSISTANT SUPERINTENDENT

PERSONNEL, CONTINUATION EDUCATION, ADULT EDUCATION, AND ROP 633-2471
DONALD J. PELLERIN, DIRECTOR

DISTRICT OFFICE • MOSS LANDING ROAD • P.O. BOX 41A • MOSS LANDING, CALIFORNIA 95039

November 27, 1978

California Advisory Council
on Vocational Education
708-10th Street, Suite 260
Sacramento, CA 95814

RE: Proposition 13 Impact Study

Dear Sirs:

North Monterey County High School has just opened (October 23, 1978). Since the school opened after the passage of Proposition 13, it is difficult to determine the exact effect of Proposition 13 on this school. However, the financial picture in terms of Vocational Funds turned bleak during the planning stages. Some of the capital-outlay shop equipment was not purchased and supply budgets were trimmed due to the reduction in funds. It is difficult to say just how much more money might have been spent if Proposition 13 had not passed.

Sincerely,

Thomas Forgette

Thomas Forgette
Director of Vocational Education

TF:vaj
cc: Mr. Don Pellerin
Dr. Dave Tansey

North County Has Good Schools

Oakdale Joint Union High School District

• East Stanislaus, Oakdale, Riverbank High Schools •

200 HINKLEY • OAKDALE, CALIFORNIA 95361

(209) 847-2272

ROGER F. IRVINE
Superintendent

MARK L. LYTLE
Business Manager

GEORGE J. CASTELLANI
Director of Curriculum

October 26, 1978

Ms. Ruth H. Fedrau
California Advisory Council on Vocational Education
708 10th Street, Suite 260
Sacramento, California 95814

Dear Ms. Fedrau:

I regret that I will not be able to complete the Proposition 13 impact study.

Briefly, our ½ time R.O.P./Vocational Education Coordinator has returned to the classroom. I have assumed his responsibilities and three classroom teaching assignments. Secretary time has been reduced to one-third.

The above are the result of Proposition 13 and limit my time.

Thank you,

George J. Castellani

George J. Castellani

GJC/sc

Patterson High School

OFFICE OF THE PRINCIPAL

200 NORTH 7TH STREET
PATTERSON, CALIFORNIA 95363
TELEPHONE 892-8236 AREA CODE 209

RECEIVED
OCT 30 Rec'd
California Advisory Council
on Vocational Education

October 27, 1978

Dr. Thomas Bogetich
California Advisory Council on Voc. Ed.
708 10th Street, Suite 260
Sacramento, CA 95814

Dear Dr. Bogetich:

As per my conversation with you on October 26, 1978, the Patterson Unified School District has had no major change in Voc. Ed. programs as a result of Proposition 13 passage. Our only change was a loss of 1/2 a teacher in the O.H. area. However, our program has been reduced as a result of funds allocated by the state for FY 1979. A reduction of over 50% of last year's allocation mandated this change. With this reduction and a bleek future for funds for next school year (1979-80), I anticipate further reductions.

Please pass this information on to the entire Advisory Council.

Sincerely,

Arnold M. Weiner
Assistant Principal

AMW/mz

SADDLEBACK VALLEY UNIFIED SCHOOL DISTRICT

RICHARD WELTE, Ed.D.
Superintendent of Schools

October 24, 1978

California Advisory Council on Vocational Education
708 - 10th Street, Suite 260
Sacramento, California 95814

Attention: Ruth H. Fedrau, President

Gentlemen:

Reference is made to CAVE correspondence dated October 16, 1978, requesting cooperation in completing an 11-page questionnaire entitled "Proposition 13 Impact Study" on vocational education programs.

As our District administrative and clerical staff has been significantly reduced, the Saddleback Valley Unified School District will not be able to cooperate in this request.

Very truly yours,

Robert H. Ferguson, Director
Facilities and Services/
Secondary Education

RHF:rmc

Board of Education
George Henry William C. Kohler Carole S. Neustadt Mary Phillips Loa Young

San Lorenzo Adult School
820 Bockman Road
San Lorenzo

December 7, 1978

This gives yo
an idea of a
happened.

Dear

The last meeting of the Adult Advisory Committee was just a year ago! My notes indicate that we followed up on almost all of the suggestions made at that meet
And then came Proposition 13! The results of the cutbacks were devastating to
program and to the staff. But we survived!

A survey of the adults in October was quite reassuring. We managed to enroll 6
of the fee classes offered, registering over 1200 adults who paid an average of $
for an 8-week class. We also enrolled approximately 500 adults in madated classes, most of which are free. Although we registered 1700 students, we lost nearly 2

Members of the staff suffered too. Twenty-seven teachers lost their jobs, as well as our vice-principal, two evening teachers-in-charge, a night secretary and a
time custodian and two aides. Twenty-two of the teachers still working lost on
more sections. The calendar was reduced from an all-year program to 163 days a
In October we rehired the evening secretary and obtained a part-time custodian
for from student fees.

Over 600 adults responded to the survey and they indicated the following:

	Percent	
	Yes	No
1. Are you satisfied with your class:		
hours a week	91	8
total weeks	86	14
course content & instruction	99	1
2. Do you approve of the variable fee schedule?	92	8
3. Should we start January 8 rather than January 2?	86	14
4. Would you recommend this school to a friend?	100	(1 said
5. Have you attended this school before?	79	21(
6. Will you enroll in this class again?	92	8

The November issue of the California Council for Adult Education Newsletter hig
San Lorenzo's success story. State officials told me that we were one of the most
successful schools. About 1,000,000 students and 12,000 teachers were dropped fr
adult education this fall.

An organization of adult administrators is preparing a bill to be submitted to
legislators that proposes that adult education be funded as a separate unit.

There is also a problem facing adult education in our community. The superinten
has indicated to the Board that the Russell High site should be sold and consid
be given to moving the continuation program to the Adult Center.

I'm an optimist and somehow we will not only survive but hopefully restore our
and continue to offer one of the best programs for members of our community.

Have a pleasant holiday season.

Leonard L. Hancock
Principal

San Luis Coastal Unified School District

1499 SAN LUIS DRIVE
SAN LUIS OBISPO, CALIF. 93
TELEPHONE (805) 543-2

October 26, 1978

Dr. Thomas M. Bogetich
California Advisory Council on Vocational Education
708 10th Street, Suite 260
Sacramento, CA 95814

Dear Dr. Bogetich:

I have received your survey regarding the impact of Proposition 13 on both secondary and adult programs. I am not completing the questionnaires and returning them since it would require more time to adequately research this problem than I have.

I do wish to express a concern to you and to the Advisory Council that only districts large enough to have their own computer and/or a research department could complete this kind of survey without spending more time than most of us have to offer. I am concerned that so many of the decisions made in education, particularly in vocational education, are dictated by the metropolitan areas. If you take surveys such as this and assume that they are representative of the entire state, this is another step in that direction. There are a great number of young people attending high schools in this state in districts well under 10,000 students who need the services of vocational education. It is my opinion that it is becoming increasingly more difficult for these smaller districts to participate in vocational programs as now being designed and administered by the state.

I trust this concern will be relayed to the advisory council along with the results of your survey.

Sincerely,

S. A. Price

S. A. Price, Director
Vocational Education and Special Projects

SP:pd

District Superintendent, Dr. William H. Newman

Associate Superintendent, Dr. Charles R. Lewin
Assistant Superintendent, Dr. John E. Perko
Director of Personnel, Certified and Classified, Mr. James W. Marquis

ADULT EDUCATION
WHITTIER UNION HIGH SCHOOL DISTRICT
D. A. MORRISSEY, SUPERINTENDENT

MYRON D. CLAXTON
DIRECTOR
ROBERT J. HOLBROOK, Ed.D.
PRINCIPAL

ADULT CENTER
11962 E. FLORENCE AVENUE
A FE SPRINGS, CALIFORNIA 90670
698-8121 NIGHT 698-8122

October 27, 1978

California Advisory Council
on Vocational Education
708 - 10th Street, Suite 260
Sacramento CA 95814

Gentlemen:

Regarding your request for completion of the nine page survey on Proposition 13 and it's impact on vocational programs, we are sorry that we do not have the administrative nor clerical time available to research this information and complete the survey data requested. Your intent is admirable but we can no longer give high priority to these requests with the limited resources now available to our programs.

Sincerely,

Robert J Holbrook

Robert J. Holbrook, Ed.D.
Principal

RJH:mp

cc: Brad Merica
Director, Career Ed.

APPENDIX E

FIELD REVIEW AND COMMENT

Introduction

Once a preliminaty draft of the report on this study had been prepared, copies were sent to all 692 original questionnaire recipients, to county coordinators of vocational education and to requesting site visit participants for their review and comment. This represents a total of 765 draft reports which were circulated prior to final action by CACVE.

Recipients were provided with a brief check-off form which they could use in submitting their comments; those who wished to make more extensive remarks were encouraged to do so via letter or memorandum. Copies of the response form and the covering memorandum which accompanied it can be found on pages 6 to 8 of this Appendix.

Respondents

In all, a total of 44 individuals elected to respond to the request for comments. These included 22 respondents from districts maintaining secondary schools, eight respondents from community college districts, six ROP/C respondents, four adult education program respondents, two teachers from site visit locations and one respondent who did not indicate an affiliation. All 44 of these individuals returned the response form which had been provided; the county office respondent also submitted a supplementary letter, which is reproduced on pages 9 and 10 of this Appendix.

Extent of Concurrence with Study Findings

By far the majority of respondents (86%) indicated that the study findings agreed with the experiences of their institutions following the passage of Proposition 13. Of the six individuals who did not concur, three responded "no" and the other three did not answer the question.

With respect to the report's comprehensiveness - i.e., the degree to which it covered the full spectrum of occurrences which responding institutions experienced after Proposition 13 passed - there was somewhat less agreement. Slightly over two-thirds (68%) replied that the report had not omitted any impacts at their institutions and another 7% did not answer the question. Thus precisely one-quarter of those responding indicated that the report did not include occurrences in their institutions.

Of those who noted omissions in the report, all but three went on to explain their responses. The remarks made in this regard were diverse, althouth they tended to emphasize the severity of the cutbacks necessitated by Proposition 13. For the most part, moreover, they concerned situations which had been covered at least as "indicators" (i.e., occurrences to which no percentages could be attached because they derived from site visits or telephone interviews) in the preliminary report. Because these comments represent a range of concerns resulting from Proposition 13, however, and because they do not lend themselves to further analysis via grouping, they have been reproduced in full below.

* Cut of State and Federal funding which was due to formula change - cut in career aides and Director of Vocational Education position at central office. We cut to a five period day before Proposition 13, and this eliminated many elective programs and curtailed several others. Proposition 13 didn't take into account districts that had already made considerable cuts and thus furthered the cuts and prolonged "temporary" conditions.

* Last fall our Board cut supplies, the teacher-student ratio, equipment, and operations. This month, they are planning an overall 10 percent cut in instructional programs. From September 1977 to September 1979, we anticipate the following reductions: Consumer Homemaking - 48%; Business Education - 22%; Industrial Education - 29%; and Work Experience - 43%!

* Cuts in vocational education were more severe than other areas. Cuts in vocational education instruction, counseling and guidance, administration, and services.

* Second year impact is more severe. Federal Act requires 95% maintenance of effort of prior year. This is impossible with State support at 85% of 1977-78.

* Even though mentioned in the report, our Career Guidance Centers at the junior high schools were closed completely. This was mentioned in the report, but I felt it important enough to mention again, it was a rather drastic cut here and strictly because of Proposition 13.

* As the result of Proposition 13, the (name of) community college district has reopened its Out-of-District contract with (name of) college. This compounds (name of) college's problems.

* Removal of transportation - has affected ROP attendance.

* Loss of transportation service for ROP students.

Extent of Concurrence With Recommendations

Table E-1 on page 5 depicts the percentage of respondents who indicated that they agreed or disagreed with each of the recommendations and strategies for implementation proposed in the preliminary draft report.[1] The full texts of these proposals can be found on pages   to   of the *Summary Report* or on pages   to   of the *Technical Report*.

Table E-1 indicates that substantial majorities of those responding concurred with each of the proposed recommendations and strategies for implementation. In only once instance - a recommendation that local districts develop contingency plans for various possible levels of income - did the proportion in agreement drop below four-fifths and some of this disagreement was explained in marginal comments as being due to the belief that State-mandated planning was being called for rather than the locally initiated exploration of options that had been intended. Only three recommendations elicited disagreement from over 10% of those responding: the amendment of the Hart Legislation regarding basic high school graduation competencies, which recommendation was subsequently altered (18%); the assumption by the State of matching requirements for special needs populations (14%); and the recommendation to local districts that they curtail expenditures equally among programs but selectively within programs (11%).

---

[1] Between the preliminary and final draft versions of the study report, three substantive changes were made in the proposed recommendations. Two strategies for implementing a "stable, dependable and equitable funding base for vocational education" were eliminated, and the recommendation concerning the Hart Legislation was revised. Initially, the Hart Legislation recommendation called for including "the demonstration of a job skill on the part of those students directly entering the labor market as a prerequisite for graduation." This was subsequently altered to include "the demonstration of a job readiness skill as a prerequisite for graduation" and became a strategy for implementation rather than a recommendation.

In the analysis of field responses concerning the report's proposed recommendations, replies concerning the two strategies which were eliminated have been omitted. Responses to the proposal to amend the Hart Legislation have been retained, however, although they should not be viewed as reflecting the recommendation as it currently stands.

Comments

Replies to the open-ended question which solicited "any other comments or suggestions" respondents might have concerning the draft report were made by precisely half (50%) of those who returned the review and comment form. These remarks covered a wide variety of topics ranging from requests for changes in wording through commendations of the report to reinforcement of selected recommendations.

TABLE E-1

EXTENT OF FIELD REVIEWERS' AGREEMENT WITH PROPOSED RECOMMENDATIONS AND STRATEGIES FOR IMPLEMENTATION*

	Percent Yes	Percent No
1. *Stable, dependable and equitable funding base for vocational education*	98%	-
o State commitment via cost-related ADA	93%	5%
o State fund for the maintenance of quality	86%	7%
o State assumption of mandated programs and matching requirements for special needs populations	80%	14%
o Amendment of Hart legislation to include the demonstration of a job skill for students entering the labor market	80%	18%
2. *Concerted Legislative effort to advise LEA's of 1979-80 funding in the Spring of 1979*	98%	-
3. *Simplification of VEA application and report procedures*	91%	-
o Limit applications to letter of assurance, proposed budgets and expenditure plans	95%	-
o Limit reports to necessary data as determined by both the State and the field	95%	-
o Set aside VEA State administration funds to reimburse LEA's for preparing required reports	84%	9%
4. *Legislative direction to State agencies to develop allocation timetables which coincide with local districts' budget processes*	98%	2%
5. *District development of contingency plans for "status quo," increased and decreased levels of income*	77%	9%
6. *District involvement of a balanced representation of all personnel in the planning process*	80%	7%
7. *District curtailment of expenditures equally among programs but selectively within programs on a program by program basis*	80%	11%

* The difference between the sum of the "yes" and "no" percentages and 100% represents those who checked neither of these possible responses.

CALIFORNIA ADVISORY COUNCIL ON VOCATIONAL EDUCATIO

708 - 10th Street, Suite 260 Sacramento, California 95814 (916) 445-069

RUTH H. FEDRAU
President

HARVEY B. RHODES
Vice President

THOMAS M. BOGETICH
Executive Director

January 19, 1979

TO: Directors of Vocational Education
Deans of Occupational Education
ROP/C Directors
Adult Education Directors

FROM: Ruth H. Fedrau, President

RE: *A Study of the Impact of Proposition 13 on Vocational Education*

Enclosed for your review and comment is a copy of the summary report of CACVE's *A Study of the Impact of Proposition 13 on Vocational Education*. A copy of the full *Technical Report* can be obtained upon request from the above address. The Council expresses its appreciation to those of you who contributed to this study by completing the questionnaire or participating in site visits and telephone contacts.

The report is currently in draft form and will not be considered for formal adoption until you have had the opportunity to comment on it. For your convenience in doing so, a brief "check-off" form has been attached to this memorandum. If you wish to make more detailed comments, however, please feel free to attach a letter or memo of your own.

CACVE has scheduled a discussion of this report for February 2, 1979, during the meeting in San Jose, and anticipates that adoption of the report will be considered at that time. Comments from the field which are received on or before January 31, 1979, will be incorporated into the final document.

Thank you for your assistance in the development of this report and for your interest in the study. We are looking forward to hearing your reactions.

RHF:JDF:mm
Enclosure

212

COMMENTS ON CACVE's PROPOSITION 13 IMPACT STUDY REPORT

I. *Study Highlights*

A. Do the study findings agree with the experiences of your institution after Proposition 13 passed? Yes ___ No ___

B. Are there things which happened in your institution after Proposition 13 passed which have not been covered in the findings? Yes ___ No ___

IF YES, please feel free to comment on these occurrences in the space below.

II. *Recommendations*

Please indicate by check marks whether or not you agree with each of the following recommendations and strategies for implementation proposed by the Council on the basis of this study.

- *Stable, dependable and equitable funding base for vocational education* *Yes* ___ *No* ___
  1. State commitment via cost-related ADA Yes ___ No ___
  2. State fund for the maintenance of quality Yes ___ No ___
  3. Allocation of VEA funds directly to providers Yes ___ No ___
  4. Equal State support for all students Yes ___ No ___
  5. State assumption of mandated programs and matching requirements for special needs populations Yes ___ No ___

- *Amendment of Hart legislation to include the demonstration of a job skill for students entering the labor market* *Yes* ___ *No* ___

- *Concerted Legislative effort to advise LEA's of 1979-80 funding in the Spring of 1979* *Yes* ___ *No* ___

- *Simplification of VEA application and report procedures* *Yes* ___ *No* ___
  1. Limit applications to letter of assurance, proposed budgets and expenditure plans Yes ___ No ___
  2. Limit reports to necessary data as determined by both the State and the field Yes ___ No ___
  3. Set aside VEA State administration funds to reimburse LEA's for preparing required reports Yes ___ No ___

- *Legislative direction to State agencies to develop allocation timetables which coincide with local districts' budget processes* *Yes* ___ *No* ___
- *District development of contingency plans for "status quo," increased and decreased levels of income* *Yes* ___ *No* ___
- *District involvement of a balanced representation of all personnel in the planning process* *Yes* ___ *No* ___
- *District curtailment of expenditures equally among programs but selectively within programs on a program by program basis* *Yes* ___ *No* ___

III. Comments

Please feel free to use the space below to make any other comments or suggestions you have with respect to CACVE's *A Study of the Impact of Proposition 13 on Vocational Education.*

Name ______________________________ Title ______________________________

Educational Institution ____

THANK YOU!

Please Return To:
California Advisory Council on Vocational Education
708 - Tenth Street
Sacramento, CA 95814

FRESNO COUNTY

DEPARTMENT OF EDUCATION

2314 MARIPOSA STREET FRESNO, CALIFORNIA 93721

ERNEST A. POORE
SUPERINTENDENT OF SCHOOLS
INFORMATION (209) 488-3337

(209) 488-3311

January 22, 1979

RECEIVED

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on V

Thomas M. Bogetich, Executive Director
California Advisory Council on Vocational
Education
708 - 10th Street, Suite 260
Sacramento, California 95814

Dear Mr. Bogetich:

I have read the summary report on the impact of Proposition 13 on Vocational Education. A general comment and some very specifics are in order. Generally, the comment sheet is found to be somewhat restrictive by providing only YES and NO as a response pattern. Research shows that more reliable data is derived when a third choice is given---undecided, unknown, or qualified.

Vocational Education needs to be defined and differentiated from general education. Until this is done, we will always find problems of having enough money to go around. It is my personal belief that the first year (maybe two) of an industrial art, business, homemaking, agriculture, etc., course is general education. For the potential vocational student these courses may be exploratory but with the shortage of funds higher priority for VEA must be given to carpentry, waiter/waitress, auto mechanics, bookkeeping, horticulture, etc. Offering four years of woodshop and permitting any student to take four years of wood provides a delay and an escape from making a vocational decision.

Demonstration of a job skill should NOT be a part of a school's competency requirement for two reasons: 1) a student can learn a job skill on his own and, as such, does not measure schooling and formalized training; and 2) some students will need the laboratory class in Applied Arts for their remediation---measuring, computing, reading safety and parts manuals, and writing proposals or processes. Some students have different learning styles and need the practical, laboratory situation to discover and reinforce.

It is my opinion that set-aside funds for handicapped, disadvantaged, LES/NES students, etc., are only piling good money on top of good money. There are already over-and-above funds for each of

"EQUAL EMPLOYMENT OPPORTUNITY/AFFIRMATIVE ACTION EMPLOYER"

these student populations, each of which must have a vocational component. The present system only adds more funds to these population groups at the expense of the general, regular student.

Lastly, there are a number of public agencies still trying to offer vocational training to special population groups of dropouts and adults. These public agencies are not required to sub-contract with public or private schools who know the structure of teaching and the intricacies of the learning process. CETA, EDD, and DOL are the greatest abusers. Any "social work" associated therewith should be kept by the provider and done in conjunction with the educational system.

Sincerely,

Wayne Jordan

WAYNE N. JORDAN
Administrator
Division of Instruction

WNJ/kmn
Enclosure